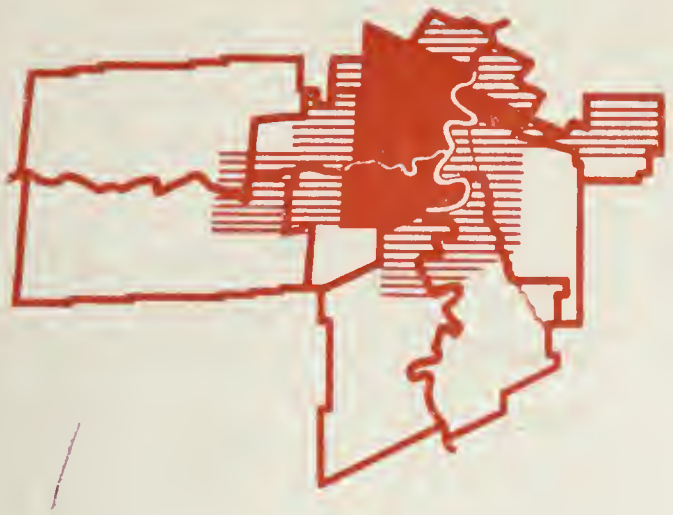
CA3MA
WP K83
-46B16

Government
Publications



BACKGROUND FOR PLANNING
GREATER WINNIPEG

1946

711

W 73a





Digitized by the Internet Archive
in 2019 with funding from
University of Toronto

https://archive.org/details/backgroundforpla00metr



PLATE 1

PRINT COURTESY OF HUDSON'S BAY COMPANY

BACKGROUND FOR PLANNING
GREATER WINNIPEG



PLATE 2

R.C.A.F. PHOTO.

BACKGROUND FOR PLANNING

PART OF METROPOLITAN PLAN FOR GREATER WINNIPEG

Assiniboia .. Brooklands .. Charleswood
East Kildonan . Fort Garry . St. Boniface
St. James St. Vital Transcona
Tuxedo West Kildonan Winnipeg

M A N I T O B A C A N A D A

P L A N

Being Prepared Jointly by

Winnipeg. METROPOLITAN PLANNING COMMITTEE
WINNIPEG TOWN PLANNING COMMISSION

1 9 4 6

METROPOLITAN PLANNING COMMITTEE - 1946

Alderman J. Penner - Chairman

Municipality of Assiniboia	Municipality of St. James
Reeve B. Findlay	Reeve R. F. Wightman
Councillor J. N. Hall	M. A. Lyons
Village of Brooklands	Municipality of St. Vital
Mayor C. Oddy	Reeve A. H. Leech
Councillor G. Harris	Councillor T. A. Silverthorne
Municipality of Charleswood	Town of Transcona
Reeve J. H. Cathcart	Mayor A. R. Paulley
Councillor G. Ronnander	Alderman W. Newman
Municipality of East Kildonan	Town of Tuxedo
Councillor F. Dryden	Mayor D. R. Finkelstein
Councillor T. Sorley	Councillor H. B. Boreham
Municipality of Fort Garry	Municipality of West Kildonan
Reeve L. R. Fennell	Councillor H. Jennings
Councillor A. Fraser	Councillor A. E. Wright
City of St. Boniface	City of Winnipeg
Alderman J. B. T. Hebert	Alderman J. Penner
Alderman J. G. Van Belleghem	Alderman H. B. Scott

Professor W. J. Waines	R. McN. Pearson
Economic Consultant	Treasurer

(Mrs.) E. Shepherd - Secretary

WINNIPEG TOWN PLANNING COMMISSION - 1946

C. E. Joslyn - Chairman

C. H. Dahl	Mayor Garnet Coulter
L. J. Green	Alderman Hilda Hesson (Ward 1)
F. E. Halls	Alderman J. St. John (Ward 2)
C. H. McFadyen	Alderman E. A. Brotman (Ward 3)
John Queen *	R. H. Avent, Secretary-Engineer
J. A. Russell	

* Died July 1946.

JOINT EXECUTIVE COMMITTEE - 1946

C. B. Johnston - Chairman

Metropolitan Representatives	Winnipeg Representatives
Alderman J. Penner	C. E. Joslyn
Reeve J. H. Cathcart	C. H. Dahl
Alderman J. B. T. Hebert	L. J. Green
Reeve A. H. Leech	F. E. Halls
Reeve R. F. Wightman	Alderman Hilda Hesson

Jean C. Downing - Secretary

PLANNING STAFF

Earl O. Mills, Planning Consultant
Saint Louis, Missouri, U.S.A.

Ralph W. Borrowman
Engineer-Planner

Richard T. Fitchett
Draftsman

Kiyoshi Izumi
Draftsman

Eric W. Thrift, Director
Time Building, Winnipeg

Jean C. Downing
Research Assistant

Frank P. Kucera
Draftsman

(Mrs.) M. A. Foster
Secretary

PLANNING OFFICE

METROPOLITAN PLAN - GREATER WINNIPEG
605 Time Bldg. Portage & Hargrave
Winnipeg Manitoba Canada

FOREWORD

The Metropolitan Plan - Greater Winnipeg was established jointly by the Metropolitan Planning Committee and the Winnipeg Town Planning Commission, in 1944, for the purpose of preparing a master plan for the metropolitan area.

Background for Planning Greater Winnipeg is the first of a series of reports to be published, dealing with the future development of the metropolitan area. It is intended as a foundation of factual material concerning the Greater Winnipeg area, which is necessary to a proper understanding of the specific proposals for future development which will follow. Factors which affect urban planning, such as population, area, economic potentialities, location of development, topographic characteristics, and uses for tax forfeited lands, are discussed in some detail.

Separate reports will be published on such varied phases of urban development as major streets; transit; transportation; parks, recreation and schools; neighborhood development and housing; and city's appearance. These different but closely related parts of the master plan will be integrated to form a broad, comprehensive scheme for the creation of a more desirable urban area.

CONTENTS

		Page
	FOREWORD	8
1.	HISTORY OF PLANNING MOVEMENT IN GREATER WINNIPEG	12
	Assiniboia	12
	Brooklands	12
	Charleswood	12
	East Kildonan	13
	Fort Garry	13
	St. Boniface	14
	St. James	14
	St. Vital	14
	Transcona	15
	Tuxedo	15
	West Kildonan	15
	Winnipeg	15
	Metropolitan Planning Committee (Greater Winnipeg)	18
	Winnipeg Town Planning Commission	19
	Joint Executive Committee on Metropolitan Planning	19
	Planning Staff	20
	Citizen Advisory Committees	20
2.	ORIGIN, HISTORY AND GROWTH OF METROPOLITAN WINNIPEG	23
	Establishment of Legislative Bodies and Municipalities	25
	TABLE 1 - Information Respecting Municipalities in the Metropolitan Area of Greater Winnipeg	29
	TABLE 2 - Greater Winnipeg Population from 1891-1941, Showing Percentage Increase over Previous Decades	31
	Population	33
	TABLE 3 - Population, 1871-1944	34
	Municipalities	35
	Assiniboia	35
	Brooklands	35
	Charleswood	35
	East Kildonan	35
	Fort Garry	36
	St. Boniface	36
	St. James	36
	St. Vital	36
	Transcona	36
	Tuxedo	36
	West Kildonan	37
	Winnipeg	37

CONTENTS - continued

	Page
Racial Composition	37
TABLE 4 - Racial Origin of Population in Greater Winnipeg, 1941	38
Age Groups	38
TABLE 5 - Age Distribution of Population	39
Birth and Death Rates	39
TABLE 6 - Average Birth and Death Rates in Metropolitan Winnipeg, 1931-1941	40
TABLE 7 - Birth and Death Rates in Metropolitan Winnipeg, 1934-1943	41
Future Population	42
3. ECONOMIC BASE	46
Principle Sources of Employment	47
TABLE 8 - Occupational Distribution of Gainfully Occupied in City of Winnipeg, 1936 and 1941	48
Potential Development	48
4. TOPOGRAPHIC CHARACTERISTICS OF THE REGION	51
5. MUNICIPAL BOUNDARIES, POPULATIONS AND AREAS	57
TABLE 9 - Population Densities in Metropolitan Winnipeg, 1941	58
6. DEVELOPED AND UNDEVELOPED AREAS	61
7. TAX FORFEITED LANDS	67
Present Conditions	67
TABLE 10 - Tax Forfeited Land in Metropolitan Winnipeg	68
Problems of Tax Forfeited Lands	69
Forfeiture Procedure	69
Uses for Tax Forfeited Lands	70

PLATES

		Page
Plate 1.	Frontispiece - Early Map of Area	2
Plate 2.	Airview	4
Plate 3.	Original Area and Municipal Development	22
Plate 4.	Graph of Population Growth	32
Plate 5.	Present Population Distribution	44
Plate 6.	Watersheds in Metropolitan Area	50
Plate 7.	Municipal Boundaries, Populations and Areas	56
Plate 8.	Urban Developed Areas and Barriers to Growth	60
Plate 9.	Tax Forfeited Lands	66

1. HISTORY OF PLANNING MOVEMENT IN GREATER WINNIPEG

Within the group which has organized metropolitan planning for the Greater Winnipeg area are seven municipalities, one village, two towns and two cities. While only some have carried on town planning activities in the past they are now all jointly interested in the production of a comprehensive plan for the future development of metropolitan Winnipeg.

The municipalities, towns and cities which have banded together to work toward this common goal are the Municipality of Assiniboia, Village of Brooklands, Municipality of Charleswood, Municipality of East Kildonan, Municipality of Fort Garry, City of St. Boniface, Municipality of St. James, Municipality of St. Vital, Town of Transcona, Town of Tuxedo, Municipality of West Kildonan and the City of Winnipeg.

In 1916 the Provincial Legislature of Manitoba passed the Manitoba Town Planning Act. This was later amended and in 1924 a new act was passed. Again in 1940 its amendments were consolidated in the general consolidation of many of the Acts of the Legislature. This Act gives municipalities and towns in the Province power to create a Town Planning Commission and to prepare and adopt Town Planning Schemes under certain regulations provided in the Act. Several of the municipalities in the metropolitan planning group have appointed commissions and adopted schemes. The present comprehensive planning work, however, is the first of its kind in the metropolitan area to bring together the problems and interests of all of its cities, towns, and municipalities to give them coordinated study.

ASSINIBOIA - The Municipality of Assiniboia, due to its almost wholly rural character, has had until recently little reason to consider urban planning or zoning controls and, therefore, there has been no action under the Manitoba Town Planning Act with the exception of the control placed upon the location of fur farms in the municipality.

BROOKLANDS - The Village of Brooklands had taken no action regarding the establishment of planning or zoning controls until its participation in the Metropolitan Plan for Greater Winnipeg.

CHARLESWOOD - Charleswood is a rural municipality similar to Assiniboia and before its incorporation was a part of the latter municipality. As in the case of Assiniboia there has been no

planning control with the exception of the location of fur farms which are restricted to certain areas. Charleswood has also placed some minimum restrictions on the depth of front yards along certain of its streets. This, however, is incorporated in its Building By-law.

EAST KILDONAN - The initial action on planning in East Kildonan was taken in 1921 before it was divided into rural and suburban municipalities. A committee was appointed to draft a Town Planning scheme but it was not until 1925 when the Municipality of East Kildonan was incorporated and the Municipality of North Kildonan was created that a scheme was finally presented. This scheme was approved by the Provincial Legislature under the Manitoba Town Planning Act which was amended and improved during the same year.

This "Town Planning Scheme 1925", as it was titled, established certain areas which covered a portion of East Kildonan and a small part of North Kildonan, over which it placed controls on land use, space about buildings, yard depths and widths, and height of buildings. In 1932 and again in 1936 additions were made to the area controlled by the scheme but these portions were small. As a result large areas still remain unzoned. These regulations are administered by the Council of the municipality, no permanent Planning Commission having been appointed.

FORT GARRY - In 1928, at the instance of a group of interested citizens who formed a committee and raised funds from private property owners, the Municipality of Fort Garry ordered a Town Planning Scheme prepared. It was approved and passed by the Legislature of the Province for operation under the Manitoba Town Planning Act. The scheme covered only a small portion of the northern part of the municipality - the more intensively developed areas near the City of Winnipeg and the Red River. The area controlled by the scheme was increased by small additions in 1929, 1931 and 1934.

Within the designated area, the scheme regulates land use, proportion of sites covered by buildings, lot widths, front and side yards, height of buildings and the value of buildings. The Council is the administrator of the scheme but there is also a town planning commission of a voluntary nature whose advice is usually sought when problems arise regarding any of the regulations.

ST. BONIFACE - The City of St. Boniface had no town planning organization until the present Metropolitan Plan for Greater Winnipeg was initiated. Up until that time the City Council exercised an appreciable amount of control over land use and development, which was made possible through its ownership of much of the unused land. The Council has also passed by-laws from time to time covering a number of separate areas in the city. Each by-law defines a given small area and on all property in that area establishes certain zoning controls. Each of the areas so established has a different set of regulations set out separately in its own by-law. The result is that parts of the city have zoning control and others have not. These controls involve land use, front yard depths, building sizes and building values. Since the inception of Metropolitan Planning a strong Town Planning Commission of citizen members has been appointed for St. Boniface to advise the Council on its planning activities.

ST. JAMES - The origin of planning activity in the Municipality of St. James was in 1923 when a small group of citizens in the Deer Lodge district gathered to study the Manitoba Town Planning Act. Shortly after this neighbors in the section to the west of Deer Lodge became interested and eventually in 1926 a committee was organized, representing the whole western part of the municipality. Early the following year the Committee added to its membership representatives from the remaining part of the municipality and after three years of work the Committee presented to the Municipal Council a draft of a proposed scheme. The Council approved it early in 1930 and the following year it became effective after its approval under the Manitoba Town Planning Act. The Planning Committee then disbanded and the Council appointed a Commission of five members to administer the scheme. This Commission reports to the Council for final approval. The scheme provides for the control of land use, proportion of building area to site, front yards, side yards and building heights. It has been carefully administered by the Commission and there has been little tendency toward infractions of its provisions.

ST. VITAL - Until its participation in the present Metropolitan Planning Program for Greater Winnipeg the Municipality of St. Vital had carried on no planning activities of its own except some zoning. In 1943 a number of scattered by-laws covering various areas of the municipality were consolidated into a single building by-law which controls such things as land use, number of buildings per lot and front yards.

TRANSCONA - The Town of Transcona, like several other municipalities in the Metropolitan Planning Group, initiated its first broad planning when it joined in the present program for Greater Winnipeg. There is at present a by-law passed in 1930 which sets aside certain areas for business and the remainder for residential use. It further restricts front yard depths and the value of buildings. The by-law is administered by a committee of Council called the Building Appeal Committee.

TUXEDO - After the area which now constitutes the northern part of the Town of Tuxedo was platted by F. L. Olmstead, Landscape Architect, in 1910, the owners of the property decided to form a separate town and in 1913 the area was incorporated as such by the Provincial Legislature. It had formerly been a part of the Municipality of Assiniboia. The whole area was restricted at that time as to use and type of development, by caveat restrictions placed upon the property by the original owners, the Tuxedo Development Company, for the purpose of creating a high type residential section.

No further action was taken with respect to restrictions until 1925 when a Town Planning Scheme under the Manitoba Town Planning Act was prepared and approved. This covered only a small part of the Town but was expanded in 1928 to cover a somewhat larger area and some alterations were made in restrictions. The restrictions control land use, proportions of sites to be built upon, front yards, side yards, lot widths, building heights, and building values. The administration is in the hands of the Town Council.

WEST KILDONAN - The Municipality of West Kildonan has not taken any action in the past regarding comprehensive planning but has concentrated its attention upon zoning restrictions. At various times by-laws were passed controlling development in certain areas. In September of 1944 a new zoning by-law was passed by the Council which replaced all preceding regulations. This by-law sets out given areas for certain uses but it does not restrict the whole of the municipality. Within the restricted areas there are regulations for land use, front yards and building values. The Council is the administrative body.

WINNIPEG - The initiation of the planning movement in the City of Winnipeg is reported to have taken place at a dinner meeting held in a church hall in South Winnipeg some time late in 1910 or 1911. A paper entitled "Good Citizenship" was presented by Mr. William Pearson and after some discussion the group formed

a committee on Town Planning with Mr. Pearson as chairman, and outlined a program of activity. This embraced such important subjects as the development of public knowledge and opinion on civic affairs, the study of existing conditions of housing, streets, traffic, parks and the like, and the suggestion of remedial measures where possible.

About the same time the Winnipeg Industrial Bureau formed a Town Planning Committee and Mr. Pearson was also selected as chairman of this group, which included the mayor and other important civic leaders. Through the cooperative efforts of these two committees in developing public opinion and in placing the whole subject of planning before the City Council, the latter had the City Charter amended to obtain power to appoint a City Planning Commission. On June 5, 1911, a by-law was passed appointing such a commission, with the then mayor, Mr. Sanford Evans, as chairman, six aldermen, the Municipal Commissioner of Manitoba and one representative each from the Architects' Association, Builders' Association, Real Estate Exchange, Trades and Labor Council, Board of Trade, Industrial Bureau, University of Manitoba, Provincial Board of Health, Winnipeg Parks Board and the Winnipeg Electric Company as members.

This Commission was not given power to prepare a plan but was instructed to make a report to the City Council. While its terms of reference were quite broad, namely "to consider and report to the City Council upon a City Planning scheme", the Commission approached the problem in a specific, business-like manner. Six committees were appointed to study and report on the following subjects -

Social Survey	River Frontage and Dockage
Housing	Aesthetic Development
Physical Plan	Traffic and Transport

It is interesting to note that even at this stage the Commission did not confine its work to its own membership. Rather the above committees were appointed from among the citizens at large who had special knowledge and understanding of the various subjects to be studied. In each case, however, a member of the Commission served as chairman.

A further demonstration of the breadth of outlook of this early Commission was the fact that it realized the metropolitan nature of its problem and therefore invited and accepted

as honorary members representatives from the adjacent municipalities of St. Vital, St. Boniface, Kildonan, Springfield and Rosser. Incidentally, some of the present suburban municipalities had not yet been formed.

Early in 1913 the Commission presented its report, which consisted in the main of the various committee reports, to the Winnipeg City Council. The Commission had only a limited appropriation, which, it reported, had curtailed some phases of the work. This, however, did not detract from the value and quality of the material presented nor did it preclude the Commission from drawing some definite conclusions and making positive recommendations. Its conclusions may be summarized thus -

There were serious defects in the present physical plan.
There was overcrowding in many quarters.
Encroachment of business structures and increasing price of land had caused private residences and good class apartments to degenerate into crowded low class tenements.
There was much poor construction, particularly in small residences.
Rows of houses on narrow lots prevented proper access of light and air.
The infantile death rate was high.
Shortage of parks, open spaces, and particularly playgrounds or neighborhood centres, was evident.
Model housing should be urged upon the attention of private capital.
The City Building By-law needed revision.
The Building Inspector's and Health Department staffs should be increased.
New highways, and straightening, widening and extension of existing highways, including bridges and subways, was necessary.
Main highways should extend direct far beyond the City Limits.
Boulevards around the City should be encouraged, and river banks should be utilized for driveways.
A more systematic planning of extensions of the street railway should be made by experts.
Conditions existed which threatened future congestion of traffic in certain districts, accentuated by the erection of office buildings too high in proportion to the width of the street.
Entry of railway lines to the City should be controlled.
The height and style of architecture of buildings should be

correlated to provide pleasing vistas compensating for level straight roadways.

Generally the City's development should be planned rather than entrusted to the haphazard and divergent views of individuals, and to this end the Legislature should be approached with a view to the passage of a general Housing and Town Planning Act.

Further, the Planning Commission made certain recommendations regarding street and thorofare development, some of which have been carried out. Moreover, as a result of the recommendations of the Planning Commission that a permanent Commission should be appointed with trained technical assistance, the City Council appointed the Greater Winnipeg Plan Commission on June 1, 1914, composed of four citizens and the mayor. Shortly after its inception the outbreak of World War I caused the cancellation of its appropriation and such results as were achieved were largely due to the efforts of Professor A. A. Stoughton, the newly appointed head of the School of Architecture at the University of Manitoba. Because of the lack of funds no report was ever published.

In subsequent years the City Council passed by-laws regulating the use of lands in certain areas, which were amended from time to time until in 1936 the whole zoning by-law was rewritten for the established areas. There are still, however, certain sections or areas of the city which are not zoned. The zoning by-law controls such matters as land use, front and side yards and the percentage of the area of the site which may be occupied by a building. The regulations are administered by a Committee of Council called the Zoning Board.

METROPOLITAN PLANNING COMMITTEE (GREATER WINNIPEG)

Recognizing the urgent need of coordinating the individual plans of the various municipalities attempting to work out their own future development in the Greater Winnipeg area, the Post-War Reconstruction Committee of the Government of Manitoba called a meeting in October, 1943, of representatives of the various councils, including the City of Winnipeg and twelve surrounding municipal units, namely, Assiniboia, Charleswood, Fort Garry, East Kildonan, North Kildonan, Old Kildonan, St. James, St. Vital, and West Kildonan; the Village of Brooklands; the Town of Tuxedo and the City of St. Boniface. Later the Town of Transcona was asked to join the group. After the initial meeting all agreed to consider the organization of a metropolitan planning program except the municipalities of Old Kildonan and North Kildonan, which withdrew because they

felt that their financial position was such that they could not afford even the small expenditure which would be involved in the metropolitan planning study.

As a result of several meetings of the above representatives, the Metropolitan Planning Committee (Greater Winnipeg) was formed, with a view to studying the physical, social and economic development of Greater Winnipeg and its future needs and potentialities. This Committee consisted of two representatives from each of the twelve participating municipalities; two representatives from the Provincial Government, Mr. Ralph Pearson, Treasurer, and Professor W. J. Waines, Economic Consultant, and a secretary. Alderman Jacob Penner of the City of Winnipeg was elected chairman of the Metropolitan Planning Committee and it was agreed that the cost of the work would be borne by all participating municipalities on a per capita basis, with some assistance from the Provincial Government.

WINNIPEG TOWN PLANNING COMMISSION

In May, 1944, the Winnipeg City Council appointed a Town Planning Commission consisting of the mayor, three aldermen, seven citizen members and a Secretary-Engineer. Mr. C. E. Joslyn was elected chairman of this Commission and Mr. R. H. Avent, City Surveyor, acted as Secretary-Engineer. The Commission was appointed under powers acquired as the result of a referendum submitted to the electorate in 1931 on the question of whether a town planning commission should be appointed and what its general form should be. After several meetings this body brought forth a set of objectives for its operation and discussed the possibility of employing a well qualified consultant.

JOINT EXECUTIVE COMMITTEE ON METROPOLITAN PLANNING

Before either the Metropolitan Planning Committee or the Winnipeg Town Planning Commission was able to initiate actual work, it was realized that there was a certain duplication of effort and that many of their objectives were similar. A joint meeting was arranged on June 19, 1944, and as a result the "Joint Executive Committee on Metropolitan Planning of Greater Winnipeg" was formed on July 10, 1944. This Committee is composed of eleven members - five from the Metropolitan Planning Committee, five from the Winnipeg Town Planning Commission, and Professor W. J. Waines who was selected as chairman.

With this stronger organization and the knowledge that some of the benefits of federal assistance, particularly in

connection with housing, in the post-war period would only be available where comprehensive town planning was being done, it was decided to work towards the development of a comprehensive master plan for Greater Winnipeg. After communicating with various town planning organizations and experts in Canada and the United States in an effort to locate a consultant of wide experience, Earl O. Mills, Planning Consultant, of St. Louis, Missouri, U.S.A., was appointed on November 13, 1944, to direct the development of the master plan. It was estimated that this work would cost $55,000 and would take two years to complete. The Provincial Government agreed to make a contribution of $11,750 towards the expenses and the remainder of the cost was divided on a per capita basis among the participating municipalities and approved by their respective Councils.

PLANNING STAFF

A local staff of six members was engaged, including a Director-Engineer, Principal Planner, Special Projects Planner, two draftsmen and a secretary, and planning offices were established at 605 Time Building, Winnipeg. The Planning Staff was made responsible to Mr. Mills and through him to the Joint Executive Committee, and finally to the parent committees.

CITIZEN ADVISORY COMMITTEES

In order that the planning work may benefit from the best thinking and advice in the metropolitan area, working advisory committees, varying in size from nine to fifteen members, are being appointed to study each of the several phases of the plan and they will collaborate in the preparation of the comprehensive plan. The members of these committees are being selected from panels of names submitted by various organizations in the metropolitan area, as individuals who, because of their special knowledge or civic interest in the various problems under consideration, are able to contribute to the enhancement and effectiveness of the objectives sought. Committees comprise both public officials and citizen representatives.

In order to carry out the declared intention of the planning committee to keep the public informed of the scope and progress of the work as well as to secure their opinions and desires with respect to the various proposals, a Public Relations Committee has been established as one of the citizens' advisory committees. Through this group, plans and reports will be released for the consideration of the public. These plans and

reports will be in tentative form so that the benefit of the ideas of the public can be obtained before any attempt is made to arrive at final decisions on any phase of the planning program. It is the intention further that by presenting such tentative plans and reports to business, civic and neighborhood groups, an informed public opinion can be developed which will contribute immeasurably to the enlistment of public support for various civic improvements which in the future will form the basis of the development of a well-balanced, coordinated metropolitan area.



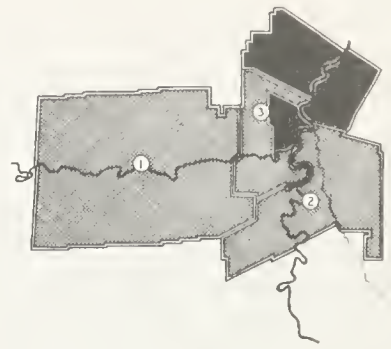
① NOV 8 1873 CITY OF WINNIPEG INCORPORATED

1



① 1875 CITY OF WINNIPEG ANNEXATION
② 1876 MUNICIPALITY OF KILDONAN INCORPORATED

2



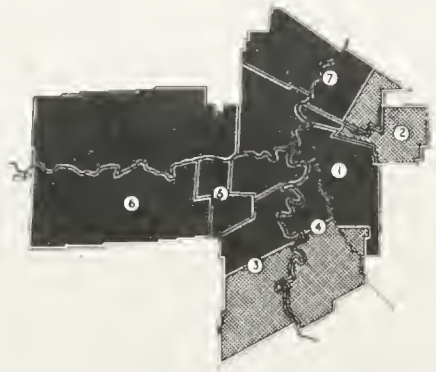
① 1880 MUNICIPALITY OF ASSINIBOIA INCORPORATED
② 1880 MUNICIPALITY OF ST BONIFACE INCORPORATED
③ 1882 CITY OF WINNIPEG ANNEXATION

3



① 1883 TOWN OF ST BONIFACE INCORPORATED
② 1903 MUNICIPALITY OF ST VITAL INCORPORATED
③ 1906 CITY OF WINNIPEG ANNEXATION
④ 1907 CITY OF WINNIPEG ANNEXATION

4



① 1908 CITY OF ST BONIFACE INCORPORATED
② 1912 TOWN OF TRANSCONA INCORPORATED
③ 1912 MUNICIPALITY OF FORT GARRY INCORPORATED
④ 1912 MUNICIPALITY OF ST VITAL ANNEXATION
⑤ 1913 TOWN OF TUXEDO INCORPORATED
⑥ 1913 MUNICIPALITY OF CHARLESWOOD INCORPORATED
⑦ 1915 MUNICIPALITIES OF EAST & WEST KILDONAN INCORPORATED

5



① 1921 OLD KILDONAN DETACHED FROM WEST KILDONAN
② 1921 VILLAGE OF BROOKLANDS INCORPORATED
③ 1921 MUNICIPALITY OF ST JAMES INCORPORATED
④ 1925 NORTH KILDONAN DETACHED FROM EAST KILDONAN

6

GREATER WINNIPEG

ASSINIBOIA · BROOKLANDS · CHARLESWOOD · EAST KILDONAN · FORT GARRY · ST BONIFACE
ST. JAMES · ST. VITAL · TRANSCONA · TUXEDO · WEST KILDONAN · WINNIPEG

MANITOBA CANADA

METROPOLITAN PLANNING COMMITTEE
AND
WINNIPEG TOWN PLANNING COMMISSION

ERIC W THRIFT - DIRECTOR
TIME BUILDING WINNIPEG

EARL O MILLS - CONSULTANT
SAINT LOUIS MISSOURI U S A

ORIGINAL AREA
AND
MUNICIPAL DEVELOPMENT

1	1870	1874	4	1883	1907
2	1875	1879	5	1908	1920
3	1880	1882	6	1921	1945

SCALE IN MILES 1 0 1 2 3 4 5 10 13

PLATE 3

2. ORIGIN, HISTORY AND GROWTH OF METROPOLITAN WINNIPEG *

The precise year is not known in which white men from the Old World first set foot in the area around the confluence of the Red and Assiniboine Rivers, now occupied by the cluster of municipal units which make up Metropolitan Winnipeg. In the journals of the pioneer French explorer of the Western land, La Verendrye, it is revealed, however, that members of his party set foot in the country hereabout some time after 1730 and that he himself visited the area in 1737. It appears that at times the junction of the rivers was the location of an Indian encampment or village. Although the original building of the French explorers was called Fort Rouge there is little evidence that it was much more than a stopping place or that it lasted more than a few years. The records of those who followed La Verendrye, visiting and trading with Indians of the prairie, make little or no mention of any sort of establishment at the place known to these early explorers as 'The Forks'. Not until early in the nineteenth century was 'The Forks' recognized as an establishment other than a transfer point, since the earliest trading posts of any account were located farther south on the Red River and to the west on the Assiniboine. These had been established by factors of the Hudson's Bay Company. Sometime about 1810 the North-West Company, bitter rivals of the Hudson's Bay Company for the fur trade of the West, had a trading post constructed at 'The Forks' called Fort Gibralter. The existence of this, however, was short lived as it was destroyed in 1816.

In the interim the first steps toward the establishment of a permanent community had been taken by a group of colonial settlers from Scotland who located in the area in 1812 through the efforts of Lord Selkirk. This was the first band of the now historic Selkirk settlers. Their recognized centre of community life was known as Fort Douglas and was located near the present site of the C.P.R. Station on the point formed by a loop in the Red River later called Point Douglas. Their primary pursuits were essentially agricultural in nature, growing the produce necessary to maintain themselves from year to year. For their shelter they constructed log houses and storage buildings.

* Historical information obtained from paper entitled "The Forks Becomes a City", presented to the Historical Society of Winnipeg, by William Douglas.

Relations between the Selkirk Settlers and the Hudson's Bay Company were apparently quite friendly since the lands of the settlers had been granted to Lord Selkirk by the Hudson's Bay Company. There was frequently bitter feeling, however, between the settlers and the men of the North-West Company at 'The Forks'. The destruction of Fort Gibralter was the result of their feuding as was also the dispersion of the settlers more than once by the Nor'Westers. In spite of this, by 1815, four groups of settlers had come to the community being established around Fort Douglas and from 1817 on the community as such continued to grow.

In 1816 the arrival of a group known as the Des Meurons appears to have caused some need for subdivision on Point Douglas. The original road that was laid out from the highway toward the Point now exists as the roadbed of the main line of the Canadian Pacific Railway. Actually the Des Meurons seem to have settled largely across the Red River about the banks of the small tributary river, the Seine. In 1818 French Canadian settlers from Lower Canada arrived with the Roman Catholic priest, Father Joseph Norbert Provencher, and the establishment of St. Boniface began.

These were the beginnings of the communities which were later to become the centre of agricultural and commercial development on the great western plains. They seemed to develop quite independently of the original trading establishments which continued to thrive equally well in the same area for some time. By 1820 the Hudson's Bay Company was established at famous Fort Garry in the north-west angle formed by the junction of the Red and the Assiniboine Rivers. The community development was to the north of this, from about the point where Portage Avenue and Main Street now meet, on down the Red River into the area that later became Kildonan. On the other side of the Red River, the Roman Catholic mission and a small French Canadian community developed.

The civil governing body at this time and for some years afterwards was the Council of the Municipal District of Assiniboia, whose jurisdiction by its own words "extended in all directions for fifty miles from the Forks of the Red River and the Assiniboine".

Until late in the 1850's, with the exception of small additions of population, there seems to have been little development. About 1858 to 1860, however, a number of men arrived who later became the founders of some of the first larger

commercial institutions in the area. In 1855 a post office had been established and the community began to acquire a few of the requisites of a commercial centre. Up until this time the development had no definite form or centre but consisted of the houses, barns, sheds and storehouses of the people, extending along the river banks over a wide area. During the next ten years the commerce of the community developed on a solid foundation, and has grown progressively ever since to take care of the expanding needs of the community itself and of the agricultural area beyond.

ESTABLISHMENT OF LEGISLATIVE BODIES AND MUNICIPALITIES

In 1870 the government of the Province of Manitoba was established under the British North America Act which had created a Canadian Federation in 1867. Its seat was to be "at Fort Garry or within one mile thereof", and the present Legislative Building is within one mile of the spot where old Fort Garry stood.

In 1873, after much controversy and ill feeling on the subject during the preceding year, the Provincial Legislature granted a charter to the people of the area north and west of Fort Garry, including Point Douglas and a large area to the west, and thus the City of Winnipeg was born. In the intervening years it has added to its original area so that now it is about four times the size it was at incorporation, the largest annexation being made in 1882. Winnipeg became and remained the business centre of the community and of a large rural area, principally because the earliest development had taken place in the area which it covered and it was therefore more solidly established, and further, because the old trails from the west, north and south met here at a crossroads. In the City of Winnipeg are concentrated important industrial, railroad and distribution facilities and the provincial government and university.

One of the earliest of municipal organizations was that of the Municipality of Kildonan, created in 1876, covering an area to the north of the new City of Winnipeg and encompassing large sections on both sides of the Red River. This was an area in which many of the later Selkirk Settlers had established themselves, and there remain today symbols of their presence and their industry in a few old stone buildings on the banks of the river that for years was their highway. In 1914 it was decided to form two municipalities, West Kildonan and East Kildonan, on the respective sides of the

river because of the difficulties of administration over such a wide area and because of the barrier that the river formed, which, due to the absence of bridges, effectively cut off one section from the other.

As urbanization developed to some extent in the south-eastern part of West Kildonan, problems arose between the rural and urban areas of the municipality. Improvements in the form of street construction and sewer and water utilities were being established in the urban area and the rural areas objected to having any financial responsibility for such projects. Therefore, in 1921, West Kildonan was in turn divided roughly into urban and rural areas, West Kildonan being the name of the south-eastern area with the urban development, and Old Kildonan the name of the larger rural area to the north and west. Thus they have remained to the present day. A similar division occurred across the river in East Kildonan in 1925. Here the urban area in the southern section adjacent to the river became known as East Kildonan and the remainder as North Kildonan. In both Old Kildonan and North Kildonan, which were deemed wholly rural at the time of separation, there has been a limited amount of urban development along the highways which lead to the north and east through both municipalities.

The Rural Municipality of Assiniboia was organized in 1880 covering a large area, much of which is now occupied by St. James, Charleswood and Tuxedo. Gradually over the years, because of administrative difficulties and other problems, these various municipalities separated and became established independently. Assiniboia at present covers an area to the north of the Assiniboine River, extending about four miles from the river, the northern part being over nine miles long, and the section adjacent to the river almost eight miles long. It is almost wholly agricultural, with a small amount of residential development occurring in the south-east corner adjacent to Portage Avenue. There is a limited amount of fur farming in the municipality.

In 1880 the Municipality of St. Boniface was formed, parts of which were incorporated in the Municipality of St. Vital in 1903. St. Boniface successively became a town and a city in 1883 and 1908 and developed as the centre of the French Canadian population in the area. Here are to be found the important buildings of the Roman Catholic church, its cathedral, hospital, college, schools and so forth. In recent years, St. Boniface has developed an appreciable industrial area adjacent to the stock yards and packing plants. All of the southern area administered by the city is agricultural in

in character. St. Vital, after several changes from its original area, has develcped into a residential community in the north and an agricultural area in the south.

Fort Garry was incorporated as a municipality in 1912, part of its area being obtained from St. Vital, whose jurisdiction had formerly covered both sides of the Red River. Here again a residential community has developed in the north-east corner. The remainder of the area is agricultural except for that occupied by the University and a small village at St. Norbert some six miles to the south.

The Town of Transcona was incorporated in 1912. It developed as a residential community for those working in the Grand Trunk Pacific, later the Canadian National Railway, yards and shops which had been established in the southern part of the incorporated town area. It served as well many of those who found employment in the Canadian Pacific yards and shops which were located somewhat north of the town. The town continues to serve largely as a community of railroad employees.

In the following year, 1913, the Municipality of Charleswood and the Town of Tuxedo detached themselves from the original area of the Municipality of Assiniboia and became established as separate municipal units. Charleswood has developed a scattered residential section, many building sites being larger than city lot holdings. It has grown along Roblin Boulevard close to the bank of the Assiniboine River in the eastern end of the municipality. The remainder of the area is agricultural, including some fur farming. Tuxedo has grown up as a purely residential area of a higher type, development taking place in the north-east corner of the town, south of the Assiniboine River and east of Assiniboine Park. The remainder of the town is as yet undeveloped.

Out of the Municipality of Rosser, to the north-west, the Village of Brooklands was incorporated in 1921, covering one square mile. It was in reality an extension of the Weston residential area in the City of Winnipeg which developed immediately to the south of the Canadian Pacific Railway's Weston shops and yards. This whole development came about as a result of the need for homes near their source of employment for those who were occupied in the railroad shops. Residential building in Brooklands has been concentrated in the south-eastern portion of the Village, which is the area contiguous to the Weston area of Winnipeg.

The third largest municipality in the metropolitan area from the standpoint of population was not incorporated until 1921. This was St. James. Only the two cities, Winnipeg and St. Boniface, have larger populations. St. James was detached from the original area of Assiniboia somewhat in the manner that the Kildonans were separated, because it was becoming urbanized and required its own separate facilities for providing the services required by its citizens. The urbanization has gone on progressively almost ever since its original incorporation, and the municipality serves primarily as a residential area which is reached directly from the business centre of Winnipeg by way of Portage Avenue. This single thorofare access has tended to cause the development to cling closer to the southern part nearer the river and this road than it might otherwise have done had there been another thorofare to provide a connection from St. James to the city. The airport for the metropolitan area of Winnipeg is located in St. James, and administered jointly by St. James and Winnipeg.

Table I gives further data about the structure and organization of the twelve municipalities of Greater Winnipeg.

TABLE I - INFORMATION RESPECTING MUNICIPALITIES IN THE METROPOLITAN AREA OF GREATER WINNIPEG

MUNICIPALITY	POPULATION 1941	AREA	DATE INCORP.	FORM OF GOVT.	PLANNING COMMISSION	PARKS BOARD	ASSESSED VALUE OF REAL PROPERTY - 1944(1) Taxable	Exempt	Total	TAX RATE 1945	NET BONDED DEBT At Dec. 31, 1944	%age of Ass. Value	BONDING LIMIT Based on (2) 1941 Pop.
	Number	Sq.Mi.	Year				$	$	$	mills	$	%	$
ASSINIBOIA Rural Mun.	1,968	33.51	1880	Reeve and 4 Councillors	None	None	698,075	307,565	1,005,640	39.6	86,416.47	8.6	196,800
BROOKLANDS Village	2,240	1.00	1921	Mayor and 4 Councillors	None	None	466,595	174,455	641,050	76.0	-	-	336,000
CHARLESWOOD Rural Mun.	1,934	36.70	1913	Reeve and 4 Councillors (1 each ward)	Chairman, 4 members appointed by Council	None	1,030,020	172,820	1,202,840	25.8	28,715.34	2.4	193,400
EAST KILDONAN Suburban Mun.	8,350	3.24	1925	Reeve and 4 Councillors	None	None	2,828,305	1,740,770	4,560,075	70.(Bldgs) 81.7(Land)	97,171.58	2.1	1,252,500
FORT GARRY Suburban Mun.	4,453	26.87	1912	Reeve and 4 Councillors	Chairman, 9 citizen members, appointed by Council as Advisory Committee	None	2,005,600	2,000,400(3)	4,006,000	48.5	492,768.49	12.3	667,950
ST. BONIFACE City	18,157	18.19	1908	Mayor and 10 Aldermen	Chairman, 24 members (5 each ward), appointed by Council as Advisory Committee	Mayor, 2 Aldermen and 6 citizens, appointed by Council.	10,637,530	3,499,290	14,136,820	65.(North) 60.(South)	3,743,291.53	26.5	No Limit in Charter
ST. JAMES Suburban Mun.	13,892	7.99	1921	Reeve and 4 Councillors	Chairman, 4 members and secretary, appointed by Council	Chairman and 5 members, appointed by Council	4,269,260	3,781,535	8,050,795	62.8-80.3	2,538,559.48	31.5	2,878,400
ST. VITAL Suburban Mun.	11,993	22.60	1903	Reeve and 6 Councillors	Chairman, 3 members and secretary, appointed by Council	None	4,450,730	1,424,160	5,874,890	65.2	1,088,184.40	18.5	2,398,600
TRANSCONA Town	5,495	8.60	1912	Mayor and 4 Councillors	Chairman, 6 members	None	1,952,590	6,615,790	8,568,380	61.(Bldgs) 68. (Land)	983,249.68	11.5	824,250
TUXEDO Town	777	7.38	1913	Mayor and 4 Councillors	None	None	2,963,390	2,843,050	5,806,440	17.0	72,676.27	1.3	73,500
WEST KILDONAN Suburban Mun.	6,110	2.96	1921	Reeve and 4 Councillors	Chairman, 11 members, appointed by Council	None	1,834,215	1,312,237	3,146,452	67.5	883,929.62	28.0	916,500
WINNIPEG City	221,960	23.93	1873	Mayor and 18 Aldermen (6 from each of 3 wards)	Mayor, 3 Aldermen, 7 citizens and secretary appointed by Council.	Mayor, 7 Ald. & 6 citizens, appointed by Council	174,978,727	55,077,940	230,056,667	36.5	15,080,875.26	6.6	No Limit in Charter
	297,329	192.97					208,115,037	78,950,012	287,065,049		25,095,838.12	8.7	

(Notes respecting this Table appear on the following page.)

NOTES TO TABLE I

Notes:

(1) Basis of Real Property Tax: The Municipal Act provides that lands shall be assessed at full value and buildings at two-thirds of their value, except that the building on any parcel of land improved for grain-growing, stock-raising or market gardening, where the income from the land or stock is the tenant's, owner's, lessee's or occupant's chief source of livelihood, shall not be assessed for purposes of taxation. In order to exempt a building under this section it shall be necessary in the case of land used for grain-growing or stock-raising that the area comprise at least 40 acres and in the case of land used for market gardening at least 4 acres.

(2) Bonding Limit for towns, villages and municipalities is set in the Municipal Act in the following manner:
$100 per capita for populations under 2,000;
$150 per capita for populations from 2,000 to 10,000;
$200 per capita for populations of 10,000 and over.
This may be varied by ruling of the Municipal and Public Utility Board if the Board deems it necessary.

(3) Includes Fort Garry site of the University of Manitoba.

Sources:

Population - Dominion Census 1941, except Town of Tuxedo figure which was obtained from Town Office.

Area, Assessed Value of Real Property and Net Bonded Debt -

For Municipalities, Towns and Villages: Statistical Information Respecting the Municipalities of Manitoba for the Year 1944 (dated August 1, 1945), published by the Municipal Commissioner, Province of Manitoba.

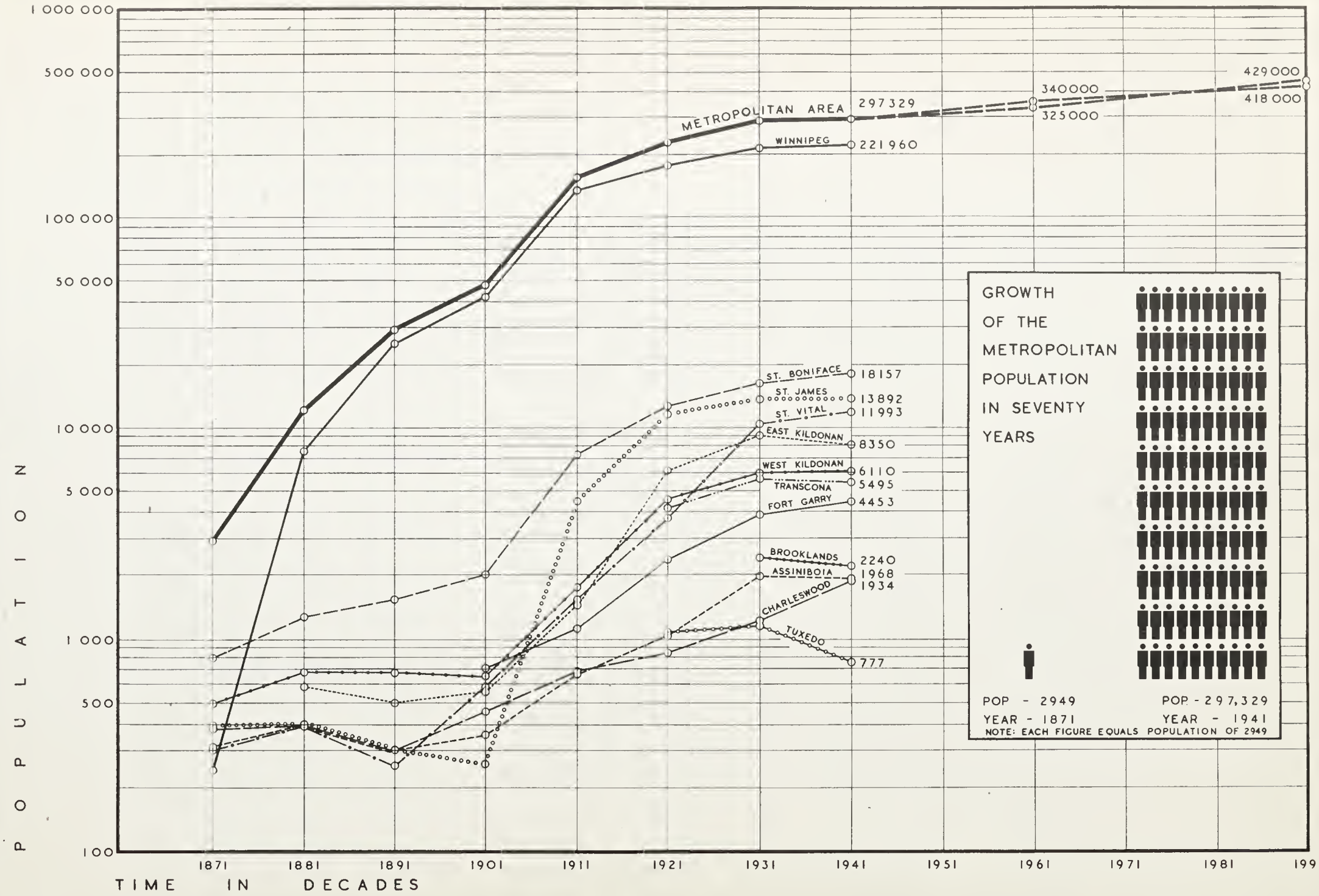
For Cities: City Treasurer

TABLE 2 - GREATER WINNIPEG POPULATION FROM 1891-1941, SHOWING PERCENTAGE INCREASE OVER PREVIOUS DECADES

Municipality	1891 Pop.	1901 Pop.	1901 % Inc.	1911 Pop.	1911 % Inc.	1921 Pop.	1921 % Inc.	1931 Pop.	1931 % Inc.	1941 Pop.	1941 % Inc.
Assiniboia	300	357	19.0	681	90.7	1,024	50.4	2,032	98.4	1,968	-3.1
Brooklands	-	-	-	-	-	-	-	2,462	(a)	2,240	-9.0
Charleswood	300	450	50.0	701	55.7	869	24.0	1,226	41.1	1,934	57.8
East Kildonan	500	563	12.6	1,488	164.2	6,379	328.7	9,047	41.8	8,350	-7.7
Fort Garry	-	730	(b)	1,133	55.2	2,401	111.9	3,926	63.5	4,453	13.4
St. Boniface	1,553	2,019	30.0	7,483	270.6	12,821	71.3	16,305	27.2	18,157	11.4
St. James	300	257	-14.3	4,535	1,664.0	11,745	159.0	13,903	18.4	13,892	-0.1
St. Vital	251	585	133.0	1,540	163.2	3,771	144.9	10,402	175.8	11,993	15.3
Transcona	-	-	-	-	-	4,185	(c)	5,747	37.3	5,495	-4.4
Tuxedo (d)	-	-	-	-	-	277	(e)	559	102.5	777	39.0
West Kildonan	700	668	-4.6	1,767	164.0	4,641	162.6	6,132	32.1	6,110	0.4
Winnipeg	25,639	42,340	65.1	136,035	221.2	179,087	31.7	218,785	22.2	221,960	1.4
Metropolitan Area	29,543	47,969	61.6	155,363	224.0	227,200	46.2	290,526	27.9	297,329	2.3

Notes:
(a) Brooklands incorporated in 1921
(b) First year population recorded for Fort Garry
(c) Transcona incorporated in 1912
(d) Population figures obtained from Town of Tuxedo
(e) Tuxedo incorporated in 1913

Source: Population Census of Canada, 1941, except for Tuxedo



POPULATION GROWTH OF GREATER WINNIPEG

METROPOLITAN PLAN • GREATER WINNIPEG • CANADA

ASSINIBOIA BROOKLANDS CHARLESWOOD EAST KILDONAN FORT GARRY ST. BONIFACE ST. JAMES ST. VITAL TRANSCONA TUXEDO WEST KILDONAN WINNIPEG

METROPOLITAN PLANNING COMMITTEE • AND • WINNIPEG TOWN PLANNING COMMISSION

ERIC W. THRIFT - DIRECTOR - TIME BUILDING - WINNIPEG • • EARL O. MILLS - PLANNING CONSULTANT - ST. LOUIS MO. U. S. A.

POPULATION

The rapid growth of population in the Greater Winnipeg area began about the time of the establishment of Manitoba as a province under Confederation and the incorporation of the City of Winnipeg, in 1871 and 1873 respectively. Plate 4 indicates the rate of growth, showing the population by census decades. Table 2 also shows these figures, together with the percentage increase for each municipality and for the metropolitan area. The curve on the chart for the metropolitan area indicates a rate of increase in the 1901 to 1911 decade that is almost equivalent to the rate of increase during the two earlier decades from 1871 to 1891. The rate of population growth declined somewhat in the intervening period.

In the decade following 1911, covering World War I, the chart again shows a declining rate of growth, which continues until 1931. During the period from 1931 to 1941, the decade of the depression, there was very little increase, the metropolitan area showing an increase of only slightly more than 2% for the ten-year period. What the war years since 1941 have brought is difficult to estimate accurately, but it is certain that the Greater Winnipeg area has not shown the startling increases to be found in other cities as a result of greatly expanded war industries. It is much more likely to show a continuation of the only slightly rising level of the 1931-41 decade.

It is interesting to compare the growth of the metropolitan area with that of the Province, the Prairie Region, and the Dominion, as shown in Table 3. Generally the metropolitan population has grown faster than either the Provincial or Dominion populations. With respect to the Province this is largely due to the fact that the urban population in the Province expanded more rapidly than did the rural, particularly in the period from 1901 onward. As the Goldenberg Report of 1939 on Municipal Finance and Administration for the City of Winnipeg explained it, the urban population from about 1906 on was related to the population of the prairie region rather than the Province alone. This is shown in the comparison between the metropolitan and prairie populations in Table 3.

In comparison with the Dominion figures the Metropolitan Winnipeg population has been much less stable in growth, largely because the eastern provinces had been settled much earlier and had a more dense and stable population at the time of rapid growth in the west, and this condition tended to steady the growth curve of the country as a whole. The 1944 population estimates show a tendency in Manitoba for population to move towards the largest urban centre, for a relatively greater increase appears in Greater Winnipeg than in the Province.

TABLE 3 - POPULATION 1871 - 1944

Year	Canada	Prairie (1) Provinces	Manitoba	Greater Winnipeg
1871	3,689,257	25,228	25,228	2,949
1881	4,324,810	62,260	62,260	12,154
1891	4,833,239	152,506	152,506	29,543
1901	5,371,315	419,512(2)	255,211	47,969
1911	7,206,643	1,328,121	461,394(3)	155,363
1921	8,787,949(4)	1,956,082	610,118	227,985
1931	10,376,786	2,353,529	700,139	291,140
1941	11,506,655	2,421,905	729,744	297,287
1944(5)	11,927,390	2,389,846	730,078	317,221

(1) Manitoba, Saskatchewan and Alberta
(2) First census after formation of provinces of Saskatchewan and Alberta
(3) As corrected by Boundaries Extension Act, 1912
(4) Total includes 485 members of the R.C.N. whose province of residence is unknown
(5) Estimated by Dominion Bureau of Statistics from count of ration cards issued April, 1944. See "Changes in Population and the Labor Force", published by Department of Labor, Ottawa, December, 1945. The estimates include enlistments in the Armed Forces, which for Greater Winnipeg, from 1941-44, are estimated at 21,575.

Source: Population Census of Canada, 1941

MUNICIPALITIES - A great deal of variation in the growth curves of the municipalities is revealed on the chart in Plate 4. After 1901 the growth of population in the outlying municipalities began in earnest. In many of the municipalities the population for the area was apparently recorded or broken down in such fashion that it was possible to obtain population figures for areas that were not at that time established as municipalities. An example of this is St. James whose population figures go back several decades and yet the municipality was not incorporated until 1921, thus being one of the last to be separately organized. Generally the period of heaviest population growth in the municipalities was from 1901 to 1921. The rate of population growth of the Municipality of St. Vital is about average for the metropolitan area.

Assiniboia - The Municipality of Assiniboia started with a very small population, which showed a slight decline from 1881-1901, but has grown considerably since that time. The population in Assiniboia shows a steady climb from 357 in 1901 to its peak population of 2,032 in 1931, later declining to 1,968 in 1941.

Brooklands - Population figures were not available for the Village of Brooklands until ten years after its incorporation and therefore it is difficult to indicate the trend of population. During the depression years Brooklands lost some 200 persons, its population in 1941 being 2,240.

Charleswood - The size of the population in the Municipality of Charleswood is similar to that of Assiniboia. Although its population in 1871 was a little above that of Assiniboia, Charleswood followed a similar level until 1921. During the following decade population in Assiniboia expanded much faster. However, the loss in Assiniboia and unusual gain in Charleswood in the 1931-41 decades brought them again almost to the same level, with Charleswood having a population of 1,934 in 1941. The rate of population increase in Charleswood of 57% during the 1931-41 census period is the highest in the metropolitan area and contrasts sharply with the population rates elsewhere. It was due in the main to the extension of water supply service from the Greater Winnipeg Water District to a larger part of the municipality.

East Kildonan - Population in the Municipality of East Kildonan did not begin to show substantial growth until after 1901. From then until 1921 its population growth compares favorably with most of the other municipalities in the metropolitan area, showing an even greater gain than many of these municipalities

from 1911 to 1921. Its rate of population increase, like that of many other municipal units, dropped off after 1921 although there was still a substantial gain in total population. In the 1931-41 decade, however, there was a drop of almost 700, leaving the population at 8,350 in 1941.

Fort Garry - Figures for the Municipality of Fort Garry are not available prior to 1901. After this date the municipality shows a steady though slightly slower increase than other municipalities, growing from 730 in 1901 to 3,926 in 1931. It did not show an absolute loss in the 1931-41 decade as others did, although its increase rate was somewhat reduced. In 1941 the population of Fort Garry was 4,453.

St. Boniface - The City of St. Boniface shows a steady increase from a population of 1,553 in 1871, the largest of any municipality, to 18,157 in 1941, second only to Winnipeg city. The rapid increase from 1901 to 1911 common to most municipalities also appeared in St. Boniface.

St. James - In the Municipality of St. James the population began at about the same level as in Charleswood, but by 1901 it had declined to a level lower than any other incorporated municipality in the metropolitan area. From this point on, however, it made great strides in population growth, increasing from 257 in 1901 to 4,535 in 1911. It continued to grow at a slower pace until during the 1931-41 period the population showed a slight absolute decrease of 0.1% with a 1941 population of 13,892. In 1941 it was third in population size in the metropolitan area.

St. Vital - The Municipality of St. Vital shows the steadiest rate of increase of all the municipalities, maintaining a comparatively uniform rate from 1891 onward for forty years. The municipality began with a small population of about 300 in 1871, rose and fell over the ensuing 20 years, then started on its steady climb that was not interrupted until the 1930's. While the increase rate was greatly reduced, the population of the municipality still showed an increase of 15.3% from 1931 to 1941, with the population reaching 11,993 in the latter year.

Transcona - Since the Town of Transcona was not incorporated until 1912, the first census population figure available for the area is for 1921. There was an appreciable increase in population over the ensuing ten years but after 1931 the population dropped slightly to the 1941 census figure of 5,495.

Tuxedo - The first available population figure for the Town of Tuxedo is for the year 1921, showing a population of 277. By

1931 the population had doubled, increasing 102.5% over 1921, which was a rate of increase second only to St. Vital in the metropolitan area. During the decade 1931-41 the rate of growth slackened to 29%, although this rate was second only to that of Charleswood during this period. Thus in 1941 Tuxedo had a population of 777. These figures exclude the population of the barracks at Fort Osborne.

West Kildonan - The population growth in West Kildonan increased steadily from 1901 to 1921 at approximately the same rate as St. Vital, reaching an actual population of 4,641 in the latter year. However, since then growth has slowed down and the increase rate of about 163% in earlier decades declined to 32% between 1921 and 1931. Since that time there has been little or no increase in population. The population stood at 6,110 in 1941.

Winnipeg - The City of Winnipeg population curve follows that of the metropolitan area very closely. This is to be expected since the large majority of the metropolitan population is in the City of Winnipeg. During the first decade of its incorporation, the City of Winnipeg population increased at a rate greater than that of any of the other municipalities at any other time, growing from 241 in 1871 to 7,895 in 1881. More detailed information reveals that the greatest growth from immigration took place between 1878 and 1884 when the population reached 24,700. By this time, of course, Winnipeg had become the fixed urban centre of the area and its population had far surpassed that of any other municipality. However, the rates of increase in the other municipalities from 1911 to 1931 showed a smaller decline than did the City of Winnipeg rate, indicating that this was a period in which the growth in certain directions had reached the boundaries of the city and had begun to extend beyond. The population of the City was 221,960 in 1941, and civic figures show that it has grown to 229,208 in 1945.

RACIAL COMPOSITION - A notable characteristic of the population composition of Greater Winnipeg is a great diversity in racial origin, lending the color and background of inherited custom which adds immeasurably to the cultural warmth of the community. To point out the proportion of this diversity with respect to the whole population, Table 4 in included, and while this table does not cover exactly the same area as the Metropolitan Plan, the area is so closely related that any difference is negligible for the purpose of this discussion. The heaviest proportion,

almost 60%, is made up of those whose origin goes back to some part of the British Isles, England, Scotland, Ireland or Wales. The 5.8% of the population with racial origin in France is concentrated largely in the City of St. Boniface, about the spot where the first French Canadians settled in the area and the first Roman Catholic mission was built. In 1941, 5% of the population was of German origin; 6.1% Jewish; 4.5% Polish; and 9.2 Ukranian, larger than any group other than those from the British Isles. Other European races including Icelandic, Italian, Russian, Swedish and a few lesser groups are included in another 9.5%. All of these have enriched the cultural and social aspects of the life of Greater Winnipeg through the retention of many of their native skills, languages, and customs.

TABLE 4 - RACIAL ORIGIN OF POPULATION IN GREATER WINNIPEG 1941

Racial Origin	Male	Female	Total	% of Total Population
British Isles Races(1)	85,286	86,959	172,245	59.2%
French	7,782	9,045	16,827	5.8
German	6,960	7,634	14,594	5.0
Jewish	8,577	8,812	17,389	6.1
Polish	6,196	6,913	13,109	4.5
Ukranian	12,902	13,502	26,404	9.2
Other European Races(2)	13,703	13,978	27,682	9.5
Asiatic, others and not stated	1,531	760	2,290	0.7
	142,937	147,603	290,540	100%

(1) Includes English, Irish, Scotch and others
(2) Includes Icelandic, Italian, Russian and Swedish

Source: Dominion Bureau of Statistics, Population Census, 1941, Table 33, Page 508.

AGE GROUPS - The average age of the population of Greater Winnipeg is increasing, as is the case with most maturing urban populations. That is, those under 20 years of age make up a decreasing percentage of the total population, while those over 40 years of age account for an increasing percentage. Table 5 is based on census figures for the years 1921, 1931 and 1941, showing percentages of the population in the City of Winnipeg

in various age groups. Metropolitan area figures are not available for 1921 and 1931, but a comparison may be made between the metropolitan area and the City of Winnipeg age distribution in 1941. It reveals that the metropolitan area has a slightly younger population on the average than the City of Winnipeg, which is probably due to some rural and semi-rural population groups in the outer municipalities. The fringe areas are likely to have a larger proportion of children than the central city because families with young children seek locations with more open space, either on their own or adjacent vacant properties. Available space may be built up quickly and play areas disappear even in the suburban municipalities, with a resultant decrease in the proportion of children in those areas, unless adequate open space is preserved and playground space is provided now.

TABLE 5 - AGE DISTRIBUTION OF POPULATION

	City of Winnipeg			Metropolitan Winnipeg*
Age Groups	1921	1931	1941	1941
Years	%	%	%	%
0-19	41.1	35.1	26.3	29.1
20-39	38.6	34.3	35.8	35.3
40-59	16.6	24.1	27.4	25.4
60-79	3.5	6.1	9.8	9.5
80 +	0.2	0.4	0.7	0.7

* Metropolitan Area includes: Brooklands, East Kildonan, Fort Garry, North Kildonan, Old Kildonan, St. Boniface, St. James, St. Vital, Tuxedo, West Kildonan and Winnipeg.

Source: 1921 & 1931 - Goldenberg Report, 1938
1941 - Dominion Population Census, 1941

BIRTH AND DEATH RATES - Table 6 shows the average birth and death rates in Greater Winnipeg for the eight-year period from 1934-41 inclusive. The eight-year period is used because figures are not available for 1932-33 by municipalities to show the complete picture for the Census period 1931-41. Highest average birth rates are found in Fort Garry, St. Boniface, Assiniboia and St. Vital, with 18.9, 18.0, 17.3 and 16.5 per 1000, respectively, all showing

rates higher than the 14.7 per 1,000 prevailing in the metropolitan area. The lowest birth rate appears in West Kildonan with 11.5 births per 1,000 population.

TABLE 6 - AVERAGE BIRTH AND DEATH RATES IN METROPOLITAN WINNIPEG, 1934-41 /

	Births per 1000	Deaths per 1000	Increase of Births over Deaths
Assiniboia	17.3	8.1	9.2
Brooklands	14.1	4.9	9.2
Charleswood	14.5	9.7	4.8
East Kildonan	12.9	5.7	7.2
Fort Garry	18.9	7.9	11.0
St. Boniface	18.0	9.6	8.4
St. James	12.4	6.1	6.3
St. Vital	16.5	6.3	10.2
Transcona	14.1	6.3	7.8
Tuxedo	12.9	4.2	8.7
West Kildonan	11.5	5.8	5.7
Winnipeg	13.5	8.1	5.4
Metropolitan Area	14.7	6.9	7.8

/ Figures not available by Municipalities prior to 1934.
Source: Division of Statistics, Department of Health and Public Welfare, Province of Manitoba.

Highest average death rates are in Charleswood and St. Boniface with 9.7 and 9.6 deaths per 1,000. These are higher than the metropolitan area rate of 6.9 per 1,000. The lowest average death rates appear in Tuxedo and Brooklands, with 4.2 and 4.9, respectively.

The average increase of births over deaths in the metropolitan area during eight years of the census period was 7.8 per 1,000, or 0.78%. Comparison of this figure with the population increase in the metropolitan area from 1931-41 (see Table 2) of 2.1%, or an average increase per year of 0.2%, indicates that the population of Greater Winnipeg is failing to increase to the extent which might be expected from the increment of births over

TABLE 7 - BIRTH AND DEATH RATES IN METROPOLITAN WINNIPEG, 1934-43

BIRTH RATE PER 1,000 POPULATION

	1934	1935	1936	1937	1938	1939	1940	1941	1942	1943
Assiniboia	14.3	15.7	11.8	14.3	19.7	20.7	17.7	24.4	20.3	26.9
Brooklands	15.8	14.6	9.3	13.4	13.4	15.0	15.0	16.5	21.0	20.1
Charleswood	9.8	9.8	14.7	9.8	17.9	18.8	18.8	16.5	19.1	20.2
East Kildonan	12.9	11.8	12.6	11.4	12.2	12.4	13.2	16.4	17.5	17.7
Fort Garry	14.5	23.9	16.6	14.5	22.2	20.4	19.6	20.0	21.5	25.0
St. Boniface	17.2	17.6	16.6	16.8	17.9	17.7	19.6	20.9	22.3	29.7
St. James	12.5	11.4	10.2	10.1	12.1	11.9	13.2	17.9	19.1	17.2
St. Vital	15.5	14.9	15.5	14.6	14.9	16.8	20.4	19.3	19.3	18.1
Transcona	14.1	12.7	12.3	13.6	14.1	11.3	15.5	19.5	16.2	15.8
Tuxedo	7.7	14.5	12.8	12.8	8.5	10.3	18.9	17.7	20.4	15.0
West Kildonan	10.1	11.5	9.1	10.6	9.6	12.9	12.9	15.0	14.9	16.2
Winnipeg	13.6	12.9	12.5	12.9	12.6	12.8	14.8	16.2	17.9	20.0
Metropolitan Area	13.2	14.3	12.8	12.9	14.6	15.1	16.6	18.3	19.2	20.2

DEATH RATE PER 1,000 POPULATION

	1934	1935	1936	1937	1938	1939	1940	1941	1942	1943
Assiniboia	4.5	6.9	7.9	8.4	7.9	9.8	8.4	11.2	13.2	4.5
Brooklands	2.5	4.9	3.7	6.9	3.2	5.7	6.9	5.8	6.3	3.1
Charleswood	8.4	9.8	10.6	9.8	5.7	9.8	13.9	9.3	7.8	12.4
East Kildonan	4.3	5.9	7.6	3.2	5.8	4.9	7.0	7.1	6.3	7.7
Fort Garry	8.7	9.4	8.9	7.1	7.6	6.1	7.1	8.5	5.4	10.3
St. Boniface	7.7	7.9	7.8	7.4	7.1	12.0	13.7	13.3	15.5	16.0
St. James	6.0	6.4	5.5	5.3	6.8	6.8	5.7	6.1	6.6	7.2
St. Vital	5.0	5.0	6.6	6.1	7.1	6.9	6.5	7.4	6.3	8.4
Transcona	3.5	6.4	6.4	5.6	5.7	6.4	7.3	8.9	5.8	7.1
Tuxedo	2.6	6.8	3.4	7.7	3.4	2.6	2.6	4.1	2.7	13.6
West Kildonan	5.8	5.2	6.4	5.4	5.5	6.8	5.1	6.2	5.2	6.7
Winnipeg	7.2	7.4	8.5	8.1	8.0	8.0	8.4	8.8	8.8	9.8
Metropolitan Area	5.5	6.8	6.9	6.8	6.1	7.2	7.7	8.1	7.5	8.9

Source: Division of Statistics, Department of Health and Public Welfare, Province of Manitoba.

deaths. This is due in some measure to the decided movement of population to other parts of Canada in search of better employment opportunities during the years 1931-36, and the continuation of this tendency in lesser degree from 1936-41. Two municipalities, Charleswood and West Kildonan, and the City of Winnipeg showed low increments of births over deaths, with 4.8, 5.7 and 5.4 per 1,000, respectively. Charleswood, in spite of the low figure of 0.48%per year or 4.8% for the 10 year period, showed an increase of 57.8% in population, probably due to the extension in that municipality of the area served from the Greater Winnipeg Water District. West Kildonan, on the other hand, had a slight population decrease, apparently due to population movements.

As indicated in Table 7, birth rates in the metropolitan area have shown a steady increase since 1937, rising from 12.9 per 1,000 in that year to 20.2 in 1943. The death rate of 8.9 per 1,000 in 1943 was also higher than in previous years, but these rates did not show the same steady increase as did the birth rates. The increase of births over deaths in the metropolitan area has expanded gradually from 7.9 per 1,000 in 1939 to 11.3 in 1943.

In the various municipal units in the area the highest birth rates in 1943 appeared in Assiniboia, with 26.9, and Fort Garry, with 25.0, both increasing from about 14 per 1,000 in 1934. The birth rates were lowest in Tuxedo and Transcona, with 15.0 and 15.8, respectively, both well below the metropolitan area figure of 20.2.

Death rates in 1943 varied greatly throughout the municipalities in metropolitan Winnipeg. Four units, St. Boniface, Tuxedo, Charleswood and East Kildonan, had rates ranging from 16.0 down to 12.4 per 1,000, all much higher than the 8.9 for Greater Winnipeg. In contrast, Brooklands showed only 3.1 and Assiniboia 4.5 deaths per 1,000 in the same year, although these were unusally low rates in both units.

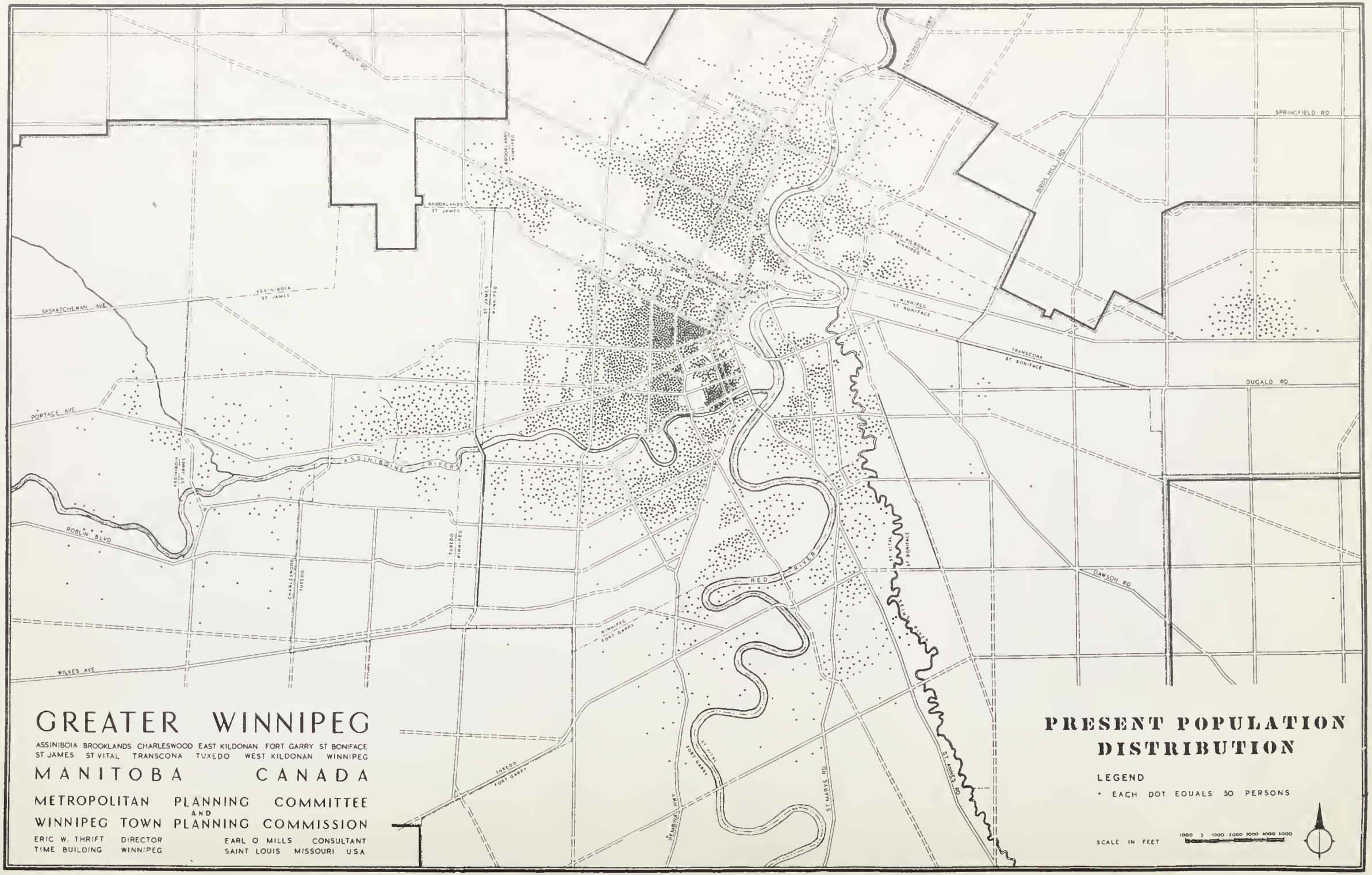
If birth rates maintain their increase, death rates continue relatively stable, and employment opportunities in the area do not decline, the population of Greater Winnipeg can be expected to show an increase during the 1941-51 decade somewhat higher than the 1.4% increase from 1931-41.

FUTURE POPULATION - Estimates of the future population of Greater Winnipeg for the year 1961 have been made on a

mathematical basis. The first projection is made from the 1941 population figure, using the increase rate which prevailed from 1936-41. This shows a possible future population of 340,000 in 1961. The second estimate is based upon the rate of growth from 1921 to 1941, with certain adjustments for immigration and abnormal decline during the depression period. By using a parabola on a graphic projection to determine the population size, this results in a possible 325,000 in 1961. In 1991, 50 years from the last census, these estimates would suggest about 418,000 and 429,000, respectively. Such estimates are, of course, based on certain theoretical assumptions, which disregard for the moment the effects of war, changing birth and death rates, and changing economic conditions in the area which would cause large population movements.

There is every indication that increase in population will bring more growth in the areas nearer the rivers than in other parts of the metropolitan area. The flatness of the terrain creates great difficulty in getting the surface water off the land in the spring, the only higher land appearing to the north-east, in the vicinity of Bird's Hill and beyond around Pine Ridge. Extensive development in the areas more than three or four miles distant from the river is generally discouraged at present because of the difficulty of adequate drainage, and the depth to which sewers would have to be laid or the cost involved in sewage pumping, and this situation will continue unless some solution is found to sewage problems. Furthermore, the land nearer the rivers is more attractive, with a growth of trees, and is generally conducive to more amenity in residential development.

The main routes of traffic also follow the rivers and lend further encouragement to extended development in that direction. The multiplicity of railroad lines to the east between Transcona and Winnipeg does not provide a convenient or an attractive setting for extensive development of residential uses. On either side of both rivers there is a railroad line running approximately parallel and there is a definite tendency for the development to remain within the confines of the strip between the river and the railroad. In certain instances this line has been crossed, for example in north-west Winnipeg where some development has taken place west of the C.P.R. Winnipeg Beach Branch, and in East Kildonan where development has extended beyond the C.P.R. East Selkirk and Main lines. In the west the lines are back about two miles from the river, providing a wider strip for development. To the south, Fort Garry is



GREATER WINNIPEG

ASSINIBOIA BROOKLANDS CHARLESWOOD EAST KILDONAN FORT GARRY ST BONIFACE
ST JAMES ST VITAL TRANSCONA TUXEDO WEST KILDONAN WINNIPEG

MANITOBA CANADA

METROPOLITAN PLANNING COMMITTEE
AND
WINNIPEG TOWN PLANNING COMMISSION

ERIC W. THRIFT DIRECTOR
TIME BUILDING WINNIPEG

EARL O MILLS CONSULTANT
SAINT LOUIS MISSOURI USA

PRESENT POPULATION DISTRIBUTION

LEGEND

• EACH DOT EQUALS 50 PERSONS

SCALE IN FEET 1000 0 1000 2000 3000 4000 5000

PLATE 5

confined by the C.N.R. Emerson Branch which is quite close to the river in many places. St. Vital is more fortunate, having the Seine River as its eastern boundary with the railroad line beyond it in St. Boniface.

As a result of this tendency to develop along the rivers and highways as shown in the Present Population Distribution Map, Plate 5, precautions are necessary to discourage spreading in too attenuated a fashion instead of using the facilities and space available in some closer-in developed or partially developed areas.

3. ECONOMIC BASE

The beginning of development on the present site of Greater Winnipeg evolved from the early attempts of explorers to find a passage to the west and from the trading in furs carried on by many of these explorers. Early in the 19th century a post was erected at the settlement then known as Fort Garry, which later became one of the important links in the chain of forts established by the great fur trading organization, the Hudson's Bay Company. The fur traders were followed by the Selkirk settlers, who arrived in 1812, and as a result of this and later settlements the character of the surrounding country gradually began to change. The creaking Red River oxcart replaced the canoe and the primitive farming methods of the settlers developed into an agricultural economy which grew by leaps and bounds in later years.

The agricultural growth and expansion which took place in the latter part of the nineteenth and the early years of the twentieth century was made possible by the extension of the railroads through western Canada. Winnipeg had been the centre of a small community of settlers and the channel through which furs had flowed to the east. The city now became the gateway to the west and the distributing centre for the vast farming regions that were made accessible by the railroads. Urban growth was most rapid during this period from 1880-1912, when immigrants from the British Isles and Europe poured into the country. The organization of the Grain Exchange in Winnipeg in 1890 established control of the grain trade in western Canada. Wholesale and retail establishments were founded and sundry small industries soon sprang up to serve some of the requirements of the citizens. Railroad freight yards and repair shops were built in Greater Winnipeg, making the city a railroad centre from which lines radiated as from a hub to many sections of the west and northwest. The city was by this time truly the halfway house on the attenuated ribbon of steel linking the west and east, and served the whole prairie region as a distribution point for supplies.

The decline in agricultural expansion after its early accelerated growth was reflected in a similar trend in urban development. Although the rate of urban growth declined, the demand of existing development for some of the improvements that could be supplied by the resources of the area resulted in construction of a new water supply system, which was completed

in 1919, to bring fresh water from a lake some ninety miles distant. Prior to this, in 1911, hydro electric power was developed on the Winnipeg River, which enabled Winnipeg to provide itself with the cheapest power on the continent.

Changes in the freight rates in the west between 1907 and 1909 deflected to other western cities much of the economic advantage which Winnipeg had previously held in the handling and reshipment of goods. Warehousing and distributing establishments in other western urban centres expanded, creating competitive distributing centres. After World War I, use of the cheaper ocean shipping route via the Panama Canal increased the importance of Vancouver in handling goods to and from foreign markets.

Production and consumption needs after the brief expansion immediately following World War I stimulated commerce in Greater Winnipeg. Industries which were established at this time specialized mainly in processing farm products for local and regional needs, or in supplying factories and business in the area. The principal new industry was meat packing, development of which was stimulated by the weight loss and inconvenience of shipping livestock from western farms to eastern packing houses. Development of this industry resulted in growth of the largest stock yards in the British Empire in St. Boniface. Flour milling also developed and has remained a large and important industry in Greater Winnipeg.

PRINCIPAL SOURCES OF EMPLOYMENT - Establishments in the Greater Winnipeg area employing a large proportion of the population are retail and wholesale trade, meat packing, railroads, and manufacturing and service establishments. Table 8 gives the occupational distribution of those gainfully occupied in the City of Winnipeg for the years 1936 and 1941. The decrease in the number of gainfully occupied from 1936 to 1941 is due to enlistment in the armed forces, amounting to some 8,760 in the City of Winnipeg by 1941, and also to the movement of labor to other centres with increased industry due to the war, particularly in eastern Canada and on the west coast. If similar figures were available for the metropolitan area they would probably show a somewhat different picture in some individual municipalities due to concentrations of certain kinds of workers in some of the peripheral areas, for example, the predominance of railway employees in Transcona.

TABLE 8 - OCCUPATIONAL DISTRIBUTION OF GAINFULLY OCCUPIED IN CITY OF WINNIPEG, 1936 AND 1941

Industry	1936		1941	
	No.	%	No.	%
Primary - Agriculture, Mining, Fur, etc.	2,243	2.49	1,508	1.68
Manufacturing	13,497	14.97	17,201	19.19
Electric Light & Power	788	0.87	-	-
Building & Construction	5,829	6.46	6,152	6.86
Transport & Commerce	8,536	9.46	7,725	8.61
Warehousing & Storage	1,922	2.13	-	-
Trade	12,750	14.14	12,622	14.08
Finance, Insurance	1,515	1.68	1,275	1.42
Service	21,886	24.27	21,755	24.27
Clerical	13,623	15.11	15,722	17.54
Laborers & Unskilled (except Agriculture, Mining or Logging)	7,481	8.29	5,441	6.07
Unspecified	83	0.09	228	0.25
Total	90,153	100.00	89,629*	100.00

POTENTIAL DEVELOPMENT - Industrial development has the advantage of cheap hydro-electric power in relatively unlimited quantity, good water supply and adequate railroad transportation facilities. Lack of a large concentrated market in the prairies for industrial products will, however, limit expansion of industrial establishments.

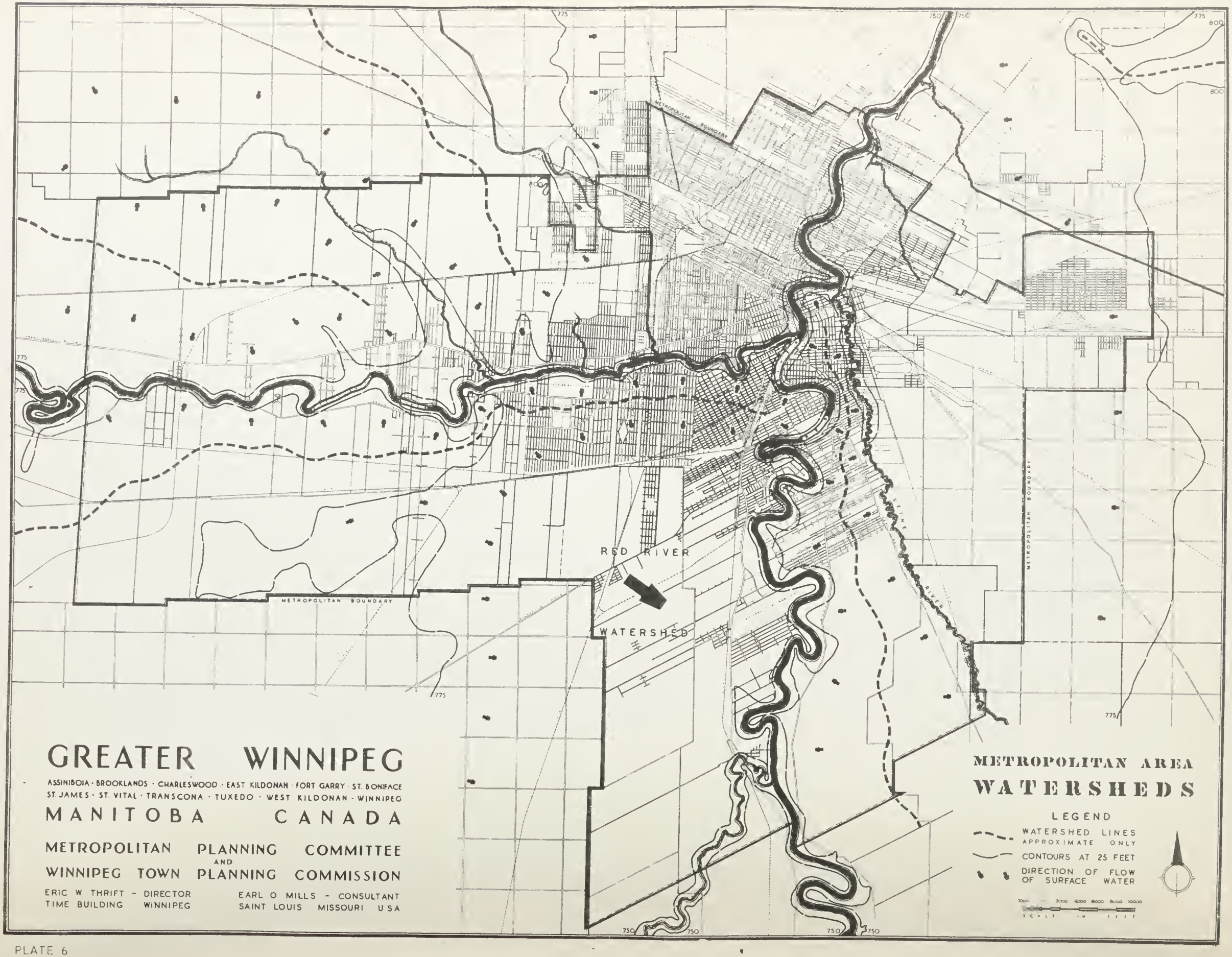
The needle trades industry, which has expanded considerably during recent years, will probably continue to serve a large part of the western demand for women's sportswear and men's work clothes as well as a portion of other clothing demands. Mining development in northern Manitoba should contribute much to the economic growth of Greater Winnipeg. Substantial potential industrial wealth probably lies in the mineral deposits in the north and north-east of the province. The fur and fishing industry may also increase with favorable repercussions in the general prosperity of the urban area.

Encouragement of the tourist trade by improved access to the scenic lakes and natural attractions of Manitoba, as well

* Exclusive of 8,760 in Armed Forces.

as improved hotel accommodation and other tourist facilities, will help to stimulate commerce in Greater Winnipeg, and there is obviously considerable opportunity and need for expansion of the tourist trade in the province.

The economic outlook of metropolitan Winnipeg appears to be quite favorable although development and expansion in the area will probably proceed at a moderate pace.



GREATER WINNIPEG

ASSINIBOIA · BROOKLANDS · CHARLESWOOD · EAST KILDONAN · FORT GARRY · ST. BONIFACE
ST. JAMES · ST. VITAL · TRANSCONA · TUXEDO · WEST KILDONAN · WINNIPEG

MANITOBA CANADA

METROPOLITAN PLANNING COMMITTEE
AND
WINNIPEG TOWN PLANNING COMMISSION

ERIC W THRIFT - DIRECTOR
TIME BUILDING WINNIPEG

EARL O MILLS - CONSULTANT
SAINT LOUIS MISSOURI U S A

METROPOLITAN AREA
WATERSHEDS

LEGEND

- WATERSHED LINES APPROXIMATE ONLY
- CONTOURS AT 25 FEET
- DIRECTION OF FLOW OF SURFACE WATER

SCALE IN FEET

4. TOPOGRAPHIC CHARACTERISTICS OF THE REGION

Greater Winnipeg is situated on typically flat prairie land at the junction of the two principal rivers draining the area, the Red and the Assiniboine. Much of the surrounding region is similarly flat, resulting from the existence of a glacial lake over the area during the Ice Age. The basin of the lake stretched 60 to 70 miles westward from the site of the present city, creating a fertile grain growing area known as the Portage Plains. Cultivation of this fertile prairie land was an influence in the early development of Greater Winnipeg as its trading and marketing centre.

The flat topography of the region has influenced the form of development of metropolitan Winnipeg, for although the site is at the junction of two rivers, drainage of surface water is a major problem which has limited development in certain areas. Furthermore, flatness of the site made it possible to develop a grid type of subdivision anywhere and in any direction, and main roads and railroads were not confined to particular routes because of difficulties in the terrain. As Winnipeg developed into a transportation centre, the railroads built lines leading out of the city in many directions, and little or no attention was paid to the future development of the metropolitan area in laying out these lines or in designing the grid subdivisions about them.

The highest land in the area around Greater Winnipeg is in the Pine Ridge section, about 14 miles north-east of the central business district. Here the land rises in a small ridge about 100 feet above the general level of the city and surrounding territory. Farther to the east the land rises quite gradually so that about 37 miles east of the city, it again reaches a level which is about 100 feet above that of the city, continuing then to rise into the area of the Winnipeg River and the Whiteshell Forest Reserve. This latter part of the country is largely wild and undeveloped except for the hydro-electric power developments located on the Winnipeg River, and minor resort developments including fishing and hunting lodges.

The rivers draining the area are slow and meandering, with many bends and turns, as might be expected in flat prairie land. Even within the metropolitan area, the Red River is several miles longer than the actual distance between its entrance to and exit from the area, and this characteristic has emphasized its influence as a barrier to development. The portion of the Assiniboine River within the metropolitan area is, however, not so winding as the Red River, being probably one of the most direct

sections in all its wandering course. This, coupled with the fact that the Assiniboine is a narrower river, makes it a less serious physical barrier. The small Seine River originates in south-eastern Manitoba, flowing in a generally north-westerly direction toward the metropolitan area. It veers gradually northward as it approaches the Red River, so that within the urban area it roughly parallels the Red, until it reaches the eastward loop of the latter formed by Point Douglas. Thus, the two rivers, the Red and Seine create a double barrier to eastward development. These characteristics are shown on the Watershed Map, Plate 6.

The general watershed of the region falls from the west down into the basin of ancient glacial Lake Agassiz toward Lake Manitoba, Lake Winnipeg and the Red River. This is roughly the course followed by the Assiniboine River. From the south the shed also drops northward along the Red River Valley toward Lake Winnipeg. Most of the area of south-eastern Manitoba drains northward by way of the Brokenhead and Winnipeg River systems into Lake Winnipeg, although the Red River system drains a large area to the south and east contiguous to the State of Minnesota.

While there are no lakes in the immediate vicinity of metropolitan Winnipeg, there are several within easy driving distance and a number of them are used for resort purposes. The principal lakes in order of size among the multiplicity of lakes to the north are Lakes Winnipeg, Manitoba and Winnipegosis, which stretch northward some 300 miles.

Lake Winnipeg is closest to metropolitan Winnipeg, with its southern end only about 40 miles by highway from the central business district. Many fine sandy beaches on both sides of this lake provide sites for an extensive summer home development. The lake does not provide scenery of striking beauty since it is rather shallow and lies between slowly rising shores. The Red River flows into Lake Winnipeg at its southern extremity through a broad marshy delta of small bodies of water which provide an excellent hunting ground for wild fowl. This lake has a thriving fishing industry which supplies a wide market in Canada and the United States.

Lake Manitoba lies west of Lake Winnipeg some 60 to 70 miles by highway from Greater Winnipeg, and north of it is Lake Winnipegosis. Lake Manitoba, and particularly Lake Winnipegosis, have been developed to a much lesser extent than Lake Winnipeg. The existence of this group of Manitoba lakes was a factor in making Greater Winnipeg a gateway on the transportation system from east to west, since there is less than 100 miles between the lakes and the international border to the south.

West of Lake Manitoba about 160 miles from Greater Winnipeg, is the Riding Mountain National Park, containing Clear Lake. Although this lake is comparatively small its natural beauty has been developed to create a summer resort of considerable scenic and recreational interest. Here a number of Greater Winnipeg citizens have located their summer homes. The Riding Mountains which rise some 1,400 feet above the general level of the Portage Plains are part of the shores of the ancient glacial lake.

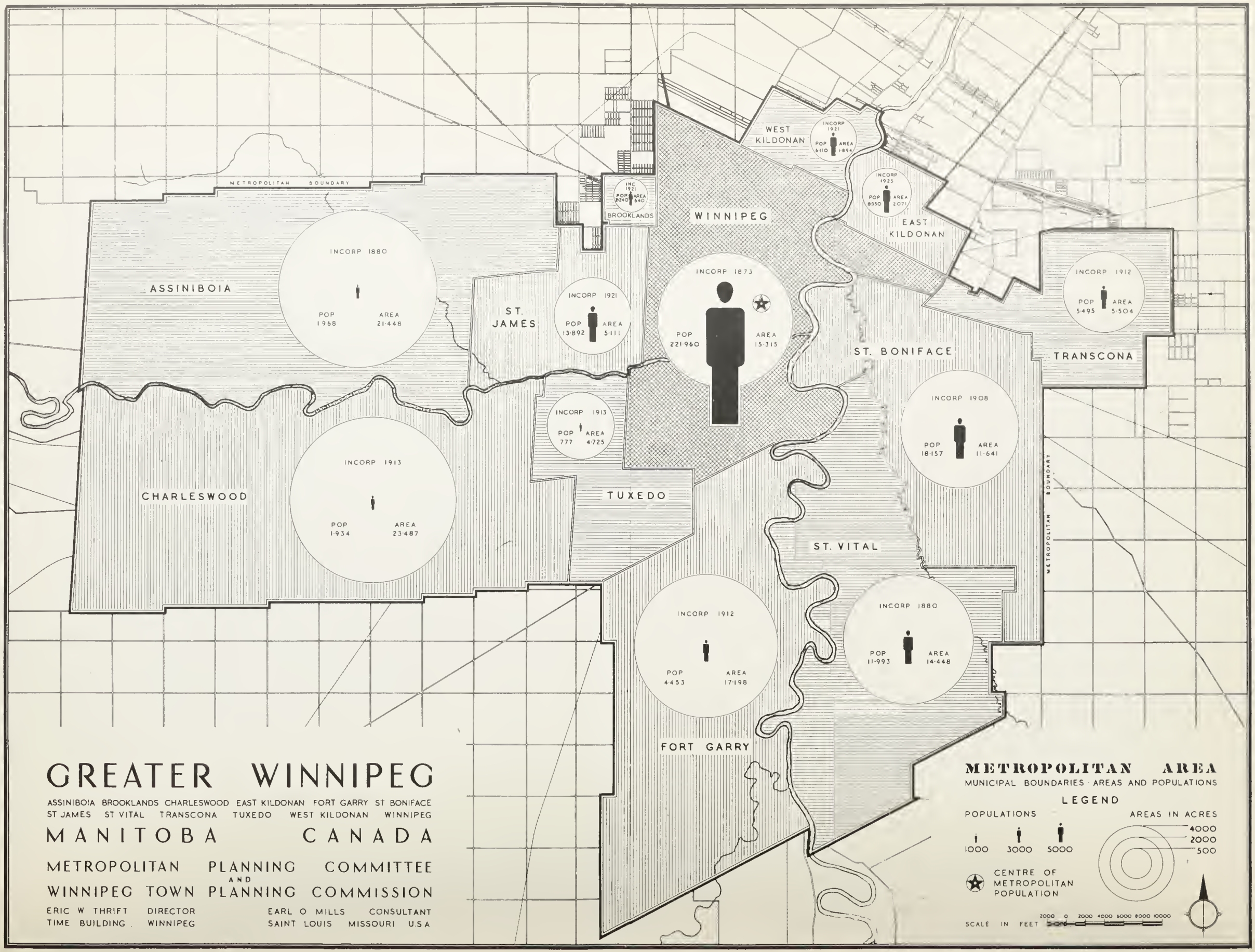
East of Greater Winnipeg the land rises gradually into rough, rocky, wooded country in the eastern part of Manitoba and northwestern Ontario. Here a vast land of rock and pine trees is found, liberally interspersed with small lakes and streams. The Lake of the Woods, partly a mass of small lakes, bays and inlets dotted with islands of many sizes, lies about 130 miles from Greater Winnipeg in the south-west corner of Ontario, adjacent to the Manitoba boundary. The source of water supply for metropolitan Winnipeg is some 96.5 miles away, at Shoal Lake, which forms part of the Lake of the Woods system. The Lake of the Woods drains into Lake Winnipeg via the Winnipeg River, which flows through a complicated system of wide channels and lakes.

This water course provided sites for hydro-electric power developments which now supply metropolitan Winnipeg. The main seaplane base for operation out of Greater Winnipeg into the mining country to the north and northeast is situated on Lac du Bonnet, the largest lake on the Winnipeg River chain. The Lake of the Woods provides excellent sites for summer camps and natural recreation development, and there are attractions for sportsmen and visitors throughout the Lake of the Woods, the Whiteshell and a vast contiguous area to the north.

It is clear from the foregoing that the immediate Greater Winnipeg area is near the bottom of an extremely flat saucer-like depression whose lowest level is Lake Winnipeg. This has produced drainage problems of all sorts which constitute one of the few natural restrictions to development. It affects the disposition of surface and ground water and the development of sewer systems. For example, a large area to the north-west drains south-east toward the urban area at the junction of the Red and Assiniboine Rivers, yet when it finally reaches the metropolitan area the land is so flat that ditches of great depth are necessary to provide sufficient grade to drain the surface water away to the Red River.

Similarly, in the south-west area where the general shed is away from the Assiniboine River south-east to the Red again, there is so little change in ground level that great ditches would

be required to provide sufficient grade to carry the water to the Red River. This area shows as the Red River Watershed on the Watershed Map, Plate 6. The south-east and east present further problems of a similar nature and therefore until adequate means are devised for draining this surface water to the rivers without causing flooding and resulting damage, particularly in basements, development is likely to continue to remain comparatively close to the rivers.



GREATER WINNIPEG

ASSINIBOIA BROOKLANDS CHARLESWOOD EAST KILDONAN FORT GARRY ST BONIFACE
ST JAMES ST VITAL TRANSCONA TUXEDO WEST KILDONAN WINNIPEG

MANITOBA CANADA

METROPOLITAN PLANNING COMMITTEE
AND
WINNIPEG TOWN PLANNING COMMISSION

ERIC W THRIFT DIRECTOR
TIME BUILDING WINNIPEG

EARL O MILLS CONSULTANT
SAINT LOUIS MISSOURI U.S.A

METROPOLITAN AREA

MUNICIPAL BOUNDARIES · AREAS AND POPULATIONS

LEGEND

POPULATIONS 1000 3000 5000

AREAS IN ACRES 4000 2000 500

CENTRE OF METROPOLITAN POPULATION

SCALE IN FEET 2000 0 2000 4000 6000 8000 10000

PLATE 7

5. MUNICIPAL BOUNDARIES, POPULATION AND AREAS

In the area under study by the Metropolitan Plan-Greater Winnipeg the twelve municipal units vary greatly in relative land area and population size, as shown on Plate 7. Noticeable variations occur in the population per gross acre or square mile because a number of the units have a large portion of their area devoted to agriculture, while others are almost wholly urban in development.

Populations in the municipal units, according to the 1941 Population Census, range from 735 in Tuxedo to 221,960 in the City of Winnipeg; areas vary from 640 acres or one square mile in Brooklands, to 23,487 acres or 36.7 square miles in Charleswood. As a result the densities vary considerably, ranging from 0.08 persons per acre or 52.9 persons per square mile in Charleswood, to 14.4 persons per acre or 9,220 persons per square mile in the City of Winnipeg, as shown in Table 9.

It is evident from a consideration of the gross area densities that a large percentage of the area of all the units except the City of Winnipeg is not developed for urban use. The highest density for the gross area among the eleven municipal units other than the City of Winnipeg is that of East Kildonan, with 4.03 persons per acre or 2,575 persons per square mile. Four municipalities, Assiniboia, Charleswood, Fort Garry and St. Vital, and two towns, Transcona and Tuxedo, have a gross area density of less than one person per acre, and all of these units have relatively large rural or undeveloped areas. The City of St. Boniface is the only unit which has a large rural area and a density of over one person per acre. In its case, however, the density is only 1.56.

The overall density for the metropolitan area is low, 2.4 persons per acre or 1,540 persons per square mile, due again to the large proportion of rural and undeveloped land which amounts to about 87% of the whole metropolitan area. A comparison of the densities per developed acre provides a more revealing picture of existing conditions. There is a variation from 1.79 persons per developed acre, or 1,148 persons per square mile in Tuxedo, to 27.2 persons per developed acre or 17,750 persons per square mile in Winnipeg. This reflects the fact that Tuxedo serves families who are in better than average circumstances, providing themselves with larger home sites. The City of Winnipeg high density figure is due to the heavy concentration of population in its inner areas and the fact that

TABLE 9 - POPULATION DENSITIES IN METROPOLITAN WINNIPEG, 1941

	GROSS AREA[1]		DEVELOPED AREA[2]		POPULATION	POPULATION			
						Per Gross		Per Developed	
	acres	sq.mi.	acres	sq.mi.	1941	Acre	Sq.Mi.	Acre	Sq.Mi.
Assiniboia	21,448	33.51	754.1	1.16	1,968	0.09	58.7	2.60	1,690
Brooklands	640	1.00	83.9	0.13	2,240	3.50	2,240.0	26.70	17,230
Charleswood	23,487	36.70	543.6	0.85	1,934	0.08	52.9	3.56	2,260
East Kildonan	2,071	3.24	460.8	0.72	8,350	4.03	2,575.0	17.80	11,580
Fort Garry	17,198	26.87	520.2	0.82	4,453	0.26	165.6	8.57	5,430
St. Boniface	11,641	18.19	1,651.8	2.58	18,157	1.56	1,000.0	10.95	7,040
St. James	5,111	7.99	909.0	1.43	13,892	2.72	1,740.0	15.31	9,730
St. Vital	14,448	22.60	825.8	1.29	11,993	0.83	530.0	14.50	9,310
Transcona	5,504	8.60	1,112.3	1.74	5,495	0.99	638.0	4.94	3,160
Tuxedo	4,725	7.38	410.4	0.64	735	0.16	99.5	1.79	1,148
West Kildonan	1,894	2.96	357.1	0.56	6,110	3.22	2,060.0	17.10	10,900
Winnipeg	15,315	23.93	8,013.7	12.50	221,960	14.38	9,220.0	27.20	17,750
Metropolitan Area	123,482	192.97	15,642.7	24.42	297,287	2.42	1,540.0	19.00	12,100

(1) Gross Area is the total of all land in the municipality.
(2) Developed Area is the total of land used for urban purposes, including urban residential, commercial, industrial and public land including roads.

it has more complete and intensive development than any other municipality. The population density in Brooklands approaches that of Winnipeg, since its developed area is almost solely devoted to homes which are modest in proportion and in their occupancy of land. With the exception of St. Vital, the same municipalities and towns that have gross area densities of less than one person per acre also have net area densities of less than 10 persons per acre. These are Assiniboia, Charleswood, Fort Garry, Transcona and Tuxedo. The low figure in Transcona is due in large part to the heavy proportion of its developed area devoted to the C.N.R. shops and yards.

The metropolitan area shows a mean figure of 19 persons per acre over the whole of the "developed" area. This is a desirable density for any area in Greater Winnipeg and every effort should be made to prevent too great a departure from this standard.

It is obviously desirable, however, to have a more even distribution of population over the whole urbanized area of Greater Winnipeg. Concentration of population leads to congestion with its tendency to develop the attendant evils of poor social, physical and economic conditions. On the other hand, a too thinly scattered development greatly increases the cost of providing utilities and public services, which places an undue burden of debt upon the municipal body. Zoning regulations requiring adequate space in residential areas and controlling sporadic development will go a long way toward achieving more reasonable and balanced distribution of population and therefore, more healthful and economical development.

The centre of gravity of the metropolitan population is quite near to what is regarded as the business centre of the area. It is about half a block north of the intersection of Ellice and Kennedy, which is 1,300 feet west from Portage and Hargrave and 2,700 feet west from Portage and Main. This would indicate that although there is a certain amount of attenuated development along the rivers it has not become unbalanced in any one direction, a condition which it is desirable to maintain.

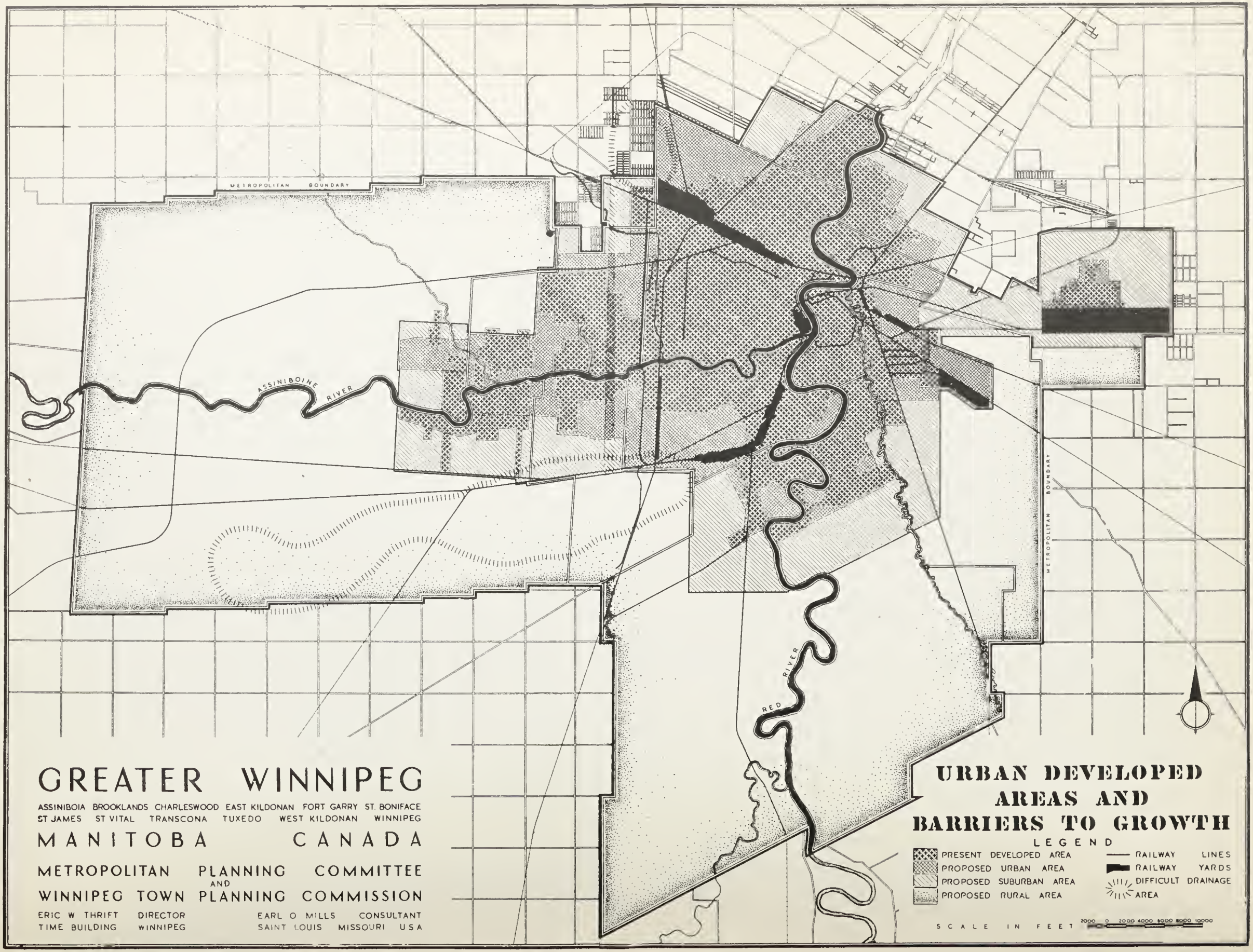

METROPOLITAN BOUNDARY
ASSINIBOINE RIVER
RED RIVER
METROPOLITAN BOUNDARY
GREATER WINNIPEG
ASSINIBOIA BROOKLANDS CHARLESWOOD EAST KILDONAN FORT GARRY ST. BONIFACE
ST JAMES ST VITAL TRANSCONA TUXEDO WEST KILDONAN WINNIPEG
MANITOBA CANADA
METROPOLITAN PLANNING COMMITTEE
AND
WINNIPEG TOWN PLANNING COMMISSION
ERIC W THRIFT DIRECTOR
TIME BUILDING WINNIPEG
EARL O MILLS CONSULTANT
SAINT LOUIS MISSOURI USA
URBAN DEVELOPED AREAS AND BARRIERS TO GROWTH
LEGEND
PRESENT DEVELOPED AREA
PROPOSED URBAN AREA
PROPOSED SUBURBAN AREA
PROPOSED RURAL AREA
RAILWAY LINES
RAILWAY YARDS
DIFFICULT DRAINAGE AREA
SCALE IN FEET
2000 0 2000 4000 6000 8000 10000

PLATE 8

6. DEVELOPED AND UNDEVELOPED AREAS

The original business centre of Winnipeg and its environs was built up on the section of Main Street north of Portage Avenue, where some of the earliest settlements were located. In more recent years this centre has moved south and west and now appears on Portage Avenue between Main Street and Memorial Boulevard. As the early settlements grew they stretched northward along the Red River and westward for a short distance along the Assiniboine River. At the same time settlements had sprung up on the east side of the Red River in what is now St. Boniface. The earliest colonists and traders used canoes and later York boats as their main means of transport and their settlements therefore clung closely to the river. For the same reason neighboring settlements were also established on the river banks, so when overland travel began, the ox-cart trails serving these settlements naturally followed the course of the rivers. In order to be near the communication routes, whether river or road, later development continued to stretch out along these rivers and roads.

At first the movement of development was northward from the centre, probably because the Red River flowed northward and was larger and more easily navigated than the Assiniboine. Moreover, to the south the Assiniboine River obstructed movement on the west side of the Red River and tended to divert development westward along its own course. This westward expansion occurred later than the original movement northward. In the meantime settlements were developing on the east side of the Red River in St. Boniface. Growth here, however, was slower and did not stretch along the river so extensively. North of Point Douglas and east of the Red River in Elmwood and East Kildonan, development proceeded at a slower pace than on the west bank because the river crossing made communication with the main centre in Winnipeg quite difficult. Even at the present time, circulation is not easy because the two bridges that exist are old, narrow and poorly located and access to the central area is still hampered.

After the areas north and west had developed to some extent, the Assiniboine was bridged and the area south of it also began to develop. Evidence of slower development here is the fact that on both sides of the Red River south of its junction with the Assiniboine there are appreciable areas still undeveloped, which are comparatively close to the heart of the metropolitan area. These areas are familiarly known as Norwood

in St. Boniface and South Fort Rouge in Winnipeg. The development of the Fort Rouge Yards of the Canadian National Railways further deterred development in the South Fort Rouge area, as the proximity of the north end of the yards to the Red River squeezed circulation into a narrow channel. This yard has also created a barrier to circulation to the Fort Garry area, isolating it in some degree from South Winnipeg.

As urban development expanded it was found that low lying, frequently wet or marshy ground, made it undesirable to occupy much of the land too far removed from the rivers. Such conditions made it difficult to cultivate the land or to develop it for urban use in those early days. However, since the boom development of the west in the opening years of this century some of this land, particularly north and west of the junction of the rivers, has been developed and the drainage problem areas pushed back. The land is so flat that the provision of sewer drainage in the streets and the addition to the general land level of material excavated for basements and foundations has made sufficient difference to overcome flooding conditions in the west Winnipeg area. However, a very extensive area to the north-west slopes almost imperceptibly south-east toward the urban area and the surface water follows this slope in the spring, creating extremely aggravated flooding and drainage problems in the north-west of Greater Winnipeg, particularly in Brooklands.

Similar drainage problems exist to the south-west where the slight slope away from the Assiniboine River creates land flooding conditions in the spring, and to the south-east in St. Boniface and St. Vital about the Seine River. Here the river frequently overflows its banks in the spring, carrying water on the land rather than draining it away.

The obvious result of such drainage problems has been to cause development to avoid these areas and to seek better locations. These have been found, of course, almost always along the river banks, where surface drainage was good. In St. Boniface and St. Vital, development was hemmed in between the Red River and the annually swollen Seine.

As the railways developed they selected rights-of-way for their lines that led as directly as possible to the towns and rural areas they were to serve. In the days when this development took place these lines interfered little with urban development. However, the passing of time has brought expansion of urbanization to and beyond many of the railway lines, which

have an unfortunate tendency to break the area into cells which are more isolated than is desirable. Furthermore, a multiplicity of lines in some sections has made it difficult to develop these sections. The foremost example of this occurs south and east of Point Douglas where the main lines of both railroads converge to within 1,200 feet of one another, where several branch lines also converge and where a number of spurs and connections create a network that makes circulation and therefore development extremely difficult. In certain other sections of the metropolitan area the railroads have attracted residential development by providing employment opportunities. Notable examples of this are the developments of modest homes in Weston and Brooklands for those employed in the Weston shops and yards of the C.P.R., and in the Town of Transcona for those employed in the C.N.R. Transcona shops and yards.

It is generally conceded that, all other things being equal, development of a city in a circular form provides the most economical and accessible type of development. It is also, however, quite evident that the metropolitan development of Greater Winnipeg has not taken on a circular form, and this for many and generally good reasons already stated.

However, precautions should be taken to prevent the attenuation which exists to a limited extent today from extending beyond reasonable economic limits and becoming a ribbon development, which is most expensive from the standpoint of service and transportation. The long stretches of sewer and water lines, road construction and transportation facilities needed to serve such attenuated development adequately place an unwarranted burden of cost upon the general budgets of municipalities. It can also turn trunk routes into sluggish channels by its continuous interference with through traffic. Therefore, adequate planning of subdivisions and the proper relationship between future development and existing conditions with respect to sewer and water, roads, arterial roads, transportation and other similar factors, has a vital bearing on the economic as well as the physical success of such future development.

There are several areas in Metropolitan Winnipeg in which future residential development could take place without creating an unbalanced urban area. One of the largest of these is south-west Winnipeg and Tuxedo. There is extensive opportunity for expansion within three to four miles of the downtown section. In Winnipeg it extends west of Harrow Street and south of Corydon and Jackson Avenues and near the western limits from Willow Avenue southward. However, before development takes

place some consideration should be given to the possibilities of replatting or resubdividing these areas to produce a more economical and amenable street pattern. In Tuxedo adequate space for development extends south of Tuxedo Boulevard. The technique of subdivision design has made appreciable progress since Tuxedo was originally designed and platted by Frederick Law Olmstead, one of the most accomplished and conscientious planners of that day. It is suggested, therefore, that replatting be considered, which would produce greater economy and amenity, a quality which is highly valued in a development such as Tuxedo.

Other areas in Greater Winnipeg which provide potential residential expansion are the following:

Small spaces in Assiniboia and Charleswood, where, since they are some distance from the central downtown area of Greater Winnipeg, care should first be taken to establish their relationship to development in other municipalities.
Open space in the presently developed area of Brooklands, sufficiently extensive for any expansion required for some years.
Open space in East Kildonan in present scattered development from Roch Street to the Red River south of Leighton Avenue.
Areas in Fort Garry near the river and within three or four miles of the downtown section; between Pembina Highway and the Red River, south of Point Road and Oakenwald Avenue; and in the north, west of Pembina Highway and the C.N.R. Line.
The rapidly growing residential area in the St. Boniface-Norwood district.
Space in St. James, northwest of present inner development; and to the west, including sections along the river.
Adequate space in Transcona, where the western section is more likely to develop since it is closer to the City of Winnipeg.
Generous space in Tuxedo, which could be improved by resubdivision, as suggested above.
Room in West Kildonan, within its presently developed area; to the west of it; and in an undeveloped strip bordering the City of Winnipeg.
Further areas in the City of Winnipeg, including the Riverview-River Park area southeast to the Red River; in north Winnipeg, west of the C.P.R. Winnipeg Beach Line in the area around McPhillips Street; and small areas in west Winnipeg.

Space for potential expansion for heavy industry is to be found in St. Boniface, east of the C.P.R. Pembina Branch and north of the Union Stock Yards. This area is well located for industrial use, since prevailing winds from the northwest carry objectionable odors and smoke away from the urban area. Heavy

industrial uses may also extend eastward into the area north of the C.N.R. Paddington Yards. Further space is available in the presently partially developed area on the western limits of the City of Winnipeg, bounded on the south by Sargent Avenue, on the north by Notre Dame Avenue and on the east by the Midland Railway Line.

A number of areas are available for potential light industrial development. From west to east, these are:

A strip of land just outside the City of Winnipeg limits in St. James, bordering the potential heavy industrial area in Winnipeg:
The Great-West Development of the C.P.R. running from Notre Dame Avenue south to Portage Avenue between Erin and Wall Streets;
A large area on both sides of the C.P.R. service line to spurs which connect the Great-West Development track and the Midland track to the main yards, now occupied by a number of industries:
The extension of the last-mentioned area eastward between Logan and the C.P.R. yards down to Main Street, and its possible extension westward in a strip south of the C.P.R. Weston yards to about Berry Street;
Much of the area on either side of Main Street north of Notre Dame and McDermot up to the C.P.R. and including much of Point Douglas on both sides of the C.P.R.;
An area about the C.P.R. Winnipeg Beach Line in West Kildonan;
An area about the C.P.R. spur leading to the former Swift Canadian site in Elmwood now well developed with industry;
An area in St. Boniface surrounding Whittier Park and south of the C.N.R. Main Line to a line between La Verendrye and Notre Dame;
An area through which a C.P.R. spur runs in St. Boniface just west of the Seine River between Plinquet and Goulet;
Areas bordering the heavy industry in St. Boniface; and
An area fringing the C.N.R. Main Line in Winnipeg between River Avenue and Osborne Street and extending on the other side of Osborne between the C.N.R. Fort Rouge Yards and Pembina Highway.

A number of smaller areas may also offer potential sites for higher class light industry. Industry should be so located that it is accessible as a place of employment, but not a detriment or nuisance to nearby residential areas or other neighboring uses.

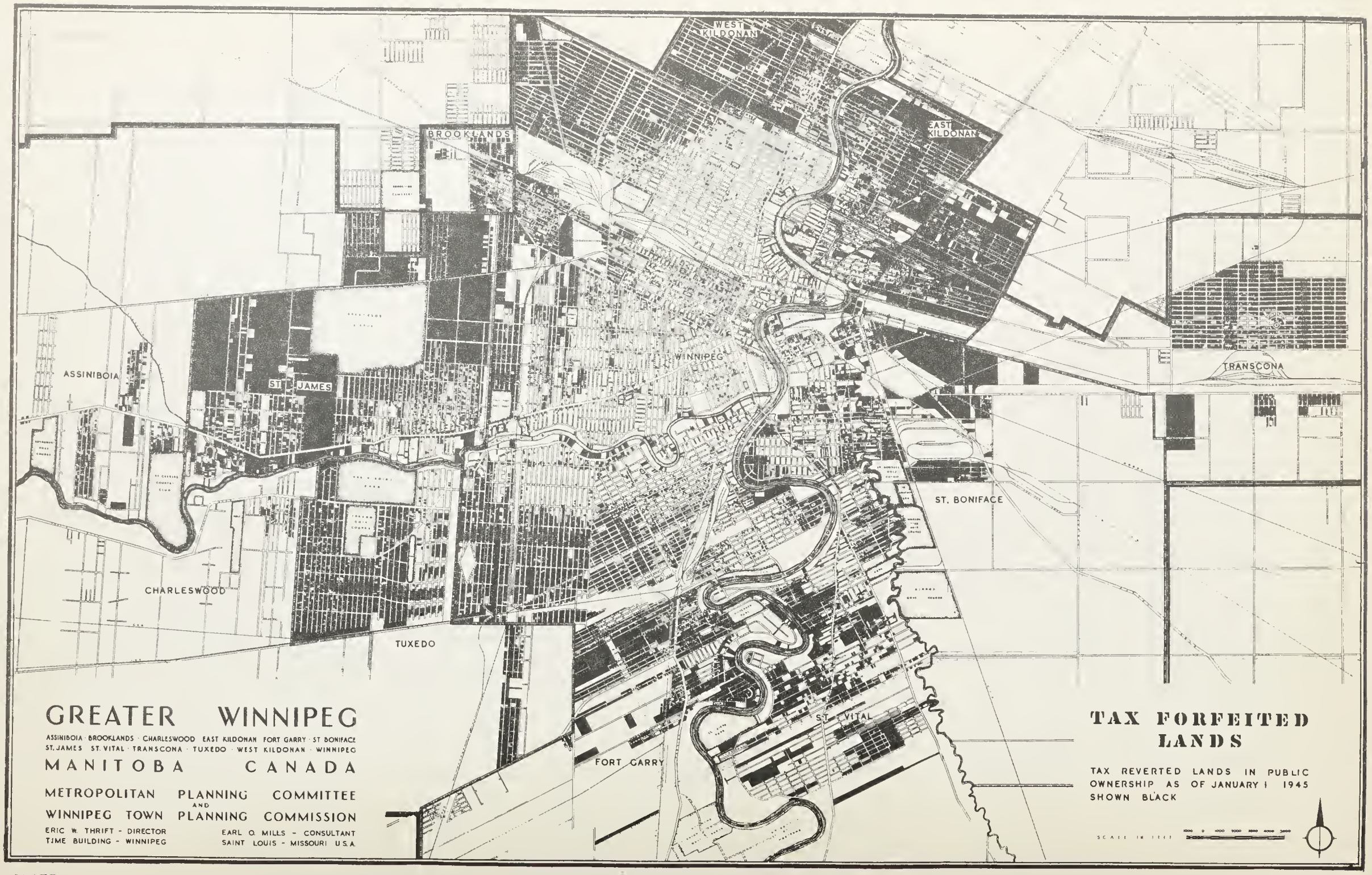

WEST KILDONAN
EAST KILDONAN
BROOKLANDS
ASSINIBOIA
ST. JAMES
WINNIPEG
TRANSCONA
ST. BONIFACE
CHARLESWOOD
TUXEDO
FORT GARRY
ST. VITAL
GREATER WINNIPEG
ASSINIBOIA · BROOKLANDS · CHARLESWOOD · EAST KILDONAN · FORT GARRY · ST BONIFACE
ST. JAMES · ST. VITAL · TRANSCONA · TUXEDO · WEST KILDONAN · WINNIPEG
MANITOBA CANADA
METROPOLITAN PLANNING COMMITTEE
AND
WINNIPEG TOWN PLANNING COMMISSION
ERIC W. THRIFT - DIRECTOR
TIME BUILDING - WINNIPEG
EARL O. MILLS - CONSULTANT
SAINT LOUIS - MISSOURI U.S.A.
TAX FORFEITED LANDS
TAX REVERTED LANDS IN PUBLIC OWNERSHIP AS OF JANUARY 1 1945 SHOWN BLACK
SCALE IN FEET

PLATE 9

7. TAX FORFEITED LANDS

PRESENT CONDITIONS - The municipalities of the Greater Winnipeg metropolitan area hold a large proportion of land in public ownership, the majority of which has come into the hands of the municipalities by default of tax payments. Plate 9, showing the location and extent of these lands, reveals an almost solid ring of such property around the urban developed area of Metropolitan Winnipeg. It further reveals that a large percentage of this property is land that has been subdivided, but not developed, for urban purposes.

Table 10 shows the amount of land held by each of the municipalities at January 1, 1945. Comparisons are made on a percentage basis between the tax forfeited land and the total area, urban developed area and subdivided area in each municipality. The relationship between tax forfeited land and total area in the municipalities varies considerably. Charleswood is low, with tax forfeited land making up about 0.1% of the total area, while West Kildonan is high with 62.6%. The largely rural municipalities have proportionately less tax forfeited land than the more highly urbanized ones. The table shows that Assiniboia, Charleswood, Fort Garry, St. Boniface and St. Vital, all have less than 8% of their land in public ownership. Since these municipalities are comparatively large in area, they reduce the overall percentage of tax forfeited property in the metropolitan area to about 11%.

The area of tax forfeited land in Metropolitan Winnipeg is equivalent to 87% of the developed area. Much of the tax forfeited land, however, is to be found in undeveloped areas. Here again some municipalities show a markedly different relationship than others, tax forfeited land in Charleswood being equivalent to only 4.2% of the developed area, while in West Kildonan it is equal to 332.1% of the developed area of the municipality.

Since much of the tax forfeited land is made up of undeveloped subdivision, the comparison between tax land and subdivided area is particularly interesting. It reveals that the area of tax forfeited land is equal to 44%, or nearly half of the subdivided area of Greater Winnipeg. Again, these areas are not coterminus as all of the tax land is not subdivided land, but it is apparent that those municipalities which have the larger proportion of subdivided and undeveloped area also have a larger percentage of tax forfeited land. West Kildonan, East Kildonan and St. James show the highest percentages with 62.6%, 57% and 44.7% respectively.

TABLE 10 - TAX FORFEITED LAND IN METROPOLITAN WINNIPEG

	AREA IN ACRES			ACREAGE OF TAX FORFEITED LAND	TAX FORFEITED LAND* as a percentage of		
	Total	Urban Developed	Subdivided		Total Area	Urban Devel. Area	Subdiv. Area
Assiniboia	21,448	754.08	1,436.8	342	1.6	45.4	23.8
Brooklands	640	83.95	345.4	116	16.6	126.3	30.7
Charleswood	23,487	543.59	3,383.9	23	0.1	4.2	0.7
East Kildonan	2,071	460.84	1,276.0	1,185	57.2	257.1	93.0
Fort Garry	17,198	520.19	2,480.5	823	4.8	158.0	33.1
St. Boniface	11,641	1,651.75	1,309.8	877	7.5	53.1	67.1
St. James	5,111	908.99	1,787.0	2,286	44.7	251.5	128.0
St. Vital	14,448	825.78	2,395.0	968	6.7	117.2	40.4
Transcona	5,504	1,112.30	1,647.2	771	13.9	69.3	46.8
Tuxedo	4,725	410.40	1,825.0	922	19.5	224.6	50.5
West Kildonan	1,894	357.09	1,208.0	1,186	62.6	332.1	98.2
Winnipeg	15,315	8,013.74	11,673.3	4,125	26.9	51.5	35.4
Metropolitan Area	123,482	15,642.70	30,767.8	13,624	11.0	87.1	44.3

* As at January 1, 1945

PROBLEMS OF TAX FORFEITED LANDS - Some of the ill effects of premature and unwarranted subdivision immediately become apparent from a review of the situation with respect to tax forfeited land in the metropolitan area as of January 1, 1945. Such prematurely or unnecessarily subdivided areas do not remain in strong hands and, therefore, after a time cease to produce revenue for the city and are abandoned to the city or municipality by their owners in lieu of taxes. Obviously, it is economically unsound to retain large, wholly unused tracts of land on the outskirts of development, solely because they have been subdivided, for these tracts return no increment to the municipality nor to property owners. In some instances, municipalities have been committed to provide roads and public utilities in some of these isolated areas, resulting in a burden of debt of capital cost and carrying charges. When development did not take place as expected and many of the properties reverted to the municipality, support for the debt evaporated and created a financial situation which caused many of the essential services in the already developed areas to be dangerously curtailed.

It is becoming more clearly recognized as time goes on that land is not a commodity to be bought and sold on the market for a profit, thus often fictitiously increasing its value, but should be developed for its most logical and whole-some use. The speculative attitude toward land and its development has been one of the chief causes of undesirable subdivision, poor in location and design. Frequently, proper future development of these subdivided but undeveloped areas presents a serious problem, since many of these areas still have some privately owned lots or perhaps even thinly scattered developed properties. Consolidation in such areas is difficult because of such conditions. However, a comprehensive major thorofare plan, zoning regulations and adequate subdivision controls will go a long way toward helping to correct unsatisfactory conditions in these areas, and toward fitting them for better development when such becomes necessary. The requirement, proposed in the Rules for the Subdivision of Land, discussed in the Major Thorofare Report, of providing for roads and utilities in new subdivisions will also aid in keeping such areas under better control.

FORFEITURE PROCEDURE - The procedure by which land reverts to a municipality in the Province of Manitoba for failure of tax payments is set out in the Municipal Act of the Statutes of the Province. Briefly, it provides that any land upon which taxes are unpaid for a full calendar year after becoming due, may be sold at auction by the municipality in the next following tax

sale, for the amount of taxes due in the year for which the land became delinquent, plus charges. The purchaser is issued a certificate of sale. The municipality, however, has prior right of purchase over all others. The original owner may redeem his land at any time before one year from the date of sale, and before the issuance of a title to the purchaser, by paying the defaulted taxes for which the land was sold, plus 10% and all outstanding charges. In practice this process takes more than the possible minimum of two years in which it could take place. Usually tax sales are held in the latter part of each year and the land advertised for sale at this time has fallen in arrears a full twelve months on the preceding December 31st. This usually adds nine or ten months to the period in which the land may be redeemed. There is also usually a period of some days or weeks between the date one year from the tax sale and the actual issuance of a new title to the municipality or the purchaser, during which time the original owner is still able to redeem his property. Therefore, in actual practice, a period of almost three years elapses from the time land initially becomes tax delinquent until the municipality may acquire title to the property. In the City of Winnipeg, the period is two years instead of one from the time of tax sale to the time when the City Treasurer notifies the Land Titles Office to issue a new title. The overall period is therefore increased in this city to almost four years.

USES FOR TAX FORFEITED LAND - There is a great deal of tax forfeited land of varying sizes and shapes throughout the metropolitan developed area, in addition to the heavy predominance of such land on the fringes of the developed area. One of the most useful purposes of such land is the provision of more adequate school sites, playgrounds and parks. In areas that are already developed, this may not be easy, but in the outer areas where development may require expanded school and recreational facilities, municipally owned land should be reserved to conform with a comprehensive plan for schools, parks and playgrounds, and properly located to meet the requirements of modern school and recreational standards.*

Tax forfeited land may be used to good advantage for street openings, widenings and extensions, in order to carry out the proposals embodied in the Major Thorofare Plan.

In areas where development may normally be expected, tracts of land largely or wholly held by cities or municipalities provide excellent opportunities for resubdivision in accordance

* Certain requirements will be proposed in the report on Schools, Parks & Recreation, which is now being prepared.

with more modern planning practice.* Such resubdivision generally supplants the grid-iron street system, so common here, and provides for the development of more economical and far more desirable schemes, incorporating greater neighborhood safety and amenity. The integration of community and neighborhood facilities such as schools, playgrounds, parks, churches and shops can be carried on as a conscious effort to produce a better functioning, more unified whole. This will be easier to attain in properly resubdivided areas, due to the absence of many of the restricting influences in existing development which make the creation of neighborhood units difficult, such as existing thorofares, lack of open space and scattered community facilities.

If certain tax forfeited property is desirable for industrial development and is properly zoned for that use, then it may be developed in the most efficient fashion from the standpoint of convenience and economy.** Obviously, residential lot subdivision would be unnecessary and unsuited for industrial development requiring larger sites and, therefore, less road and utility construction.

* Rules for Subdivision of Land are proposed and discussed in the Major Thorofare Report.

** The Proposed Zoning By-law provides use, height and area restrictions in areas designated for residential, commercial or industrial use on the District Map.